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ABSTRACT

This document contains three module clusters on participatory governance of education and the teaching profession, written for use by teacher education institutions as instructional packages for practicing teachers pursuing graduate studies. In a general overview of the module clusters, a rationale for the program of study, cluster structure, instructional process, time allotments, and cluster prospectus are discussed. Module Cluster One, Developing Commitment to Participatory Governance, seeks to provide students with a means for developing commitment to participatory governance, through the study of eight modules on the minor role that teachers play in governance, ideal models for such participation, and a comparison of actual and ideal states. Cluster Two, Implementing Participatory Governance, provides in three modules opportunities for students to practice group dynamics techniques simulating those already used in participatory governance of the profession. Cluster Three, Achieving Participatory Governance, presents two modules designed to provide graduate students with opportunities to devise techniques for initiating participatory governance where it does not exist. Each cluster presents: (1) cluster topic description, (2) performance objectives, (3) rationale, (4) prerequisites, (5) topics within the cluster, (6) performance objectives within the cluster, and (7) suggested time allotment for the cluster. (MJB)

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# Participatory Governance in Education: The Teaching Profession

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# PARTICIPATORY GOVERNANCE IN EDUCATION: THE TEACHING PROFESSION

## THREE MODULE CLUSTERS

by
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SP011 832

NATIONAL EDUCATION ASSOCIATION
1201 16th Street, N. W., Washington, D. C. 20036

August 1975

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*There are two types of page numbering in this master volume. The first type is sequential throughout, with numbers in parentheses () at the bottom of the pages. These numbers are used for this table of contents. The second type of numbering begins with the module clusters themselves, wherein each section -- the cluster overview and the several modules -- is numbered separately in the top right and lefthand corners of the pages under the cluster or module number.(e.g., 1.0).
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# PREFACE

These three module clusters on participatory governance of education and the teaching profession have been written for use by teacher education institutions as instructional packages for practicing teachers pursuing graduate studies. The module clusters were field tested with graduate students in the School of Education, Fordham University at Lincoln Center. Frederick Collett, Jr., Susanne Jaeger, and Victoria Lippert were particularly helpful.

The modules were prepared by Claire Ashby-Davis of the School of Education in cooperation with Richard W. Cortright and Margaret R. Knispel of the National Education Association staff. I have worked with this group of professionals and heartily endorse their efforts to make participatory governance a more appealing and significant part of teacher education.

Jonathan R. Messerli, Dean
School of Education
Fordham University at Lincoln Center

New York, New York

# INTRODUCTION

The three module clusters in this volume may be used by teachers, supervisors, administrators, professional associations, parents, community leaders, and legislators who are concerned with improving education through new and viable forms of participatory governance of the teaching profession. One, some, or all of these groups could use the module clusters as the basis for institutes, workshops, or seminars sponsored by their own organizations.

Charles Santelli of NEA's New York State United Teachers has written that use of the modules by teachers "encouraged them not only to become sensitive to the issues and problems surrounding participatory governance but to actually involve themselves in professional activities such as organization work and curriculum committees." We at the National Education Association heartily concur and encourage use of the module clusters by members of the Association.

John D. Sullivan, Director
NEA Instruction and Professional Development

Washington, D. C.

## TO THE PROFESSOR, CHAIRPERSON, OR INSTITUTE LEADER

1. The total instructional package includes:

    a. One bound master copy of all materials, for use by the professor, chairperson, or institute leader. (This includes the general overview of all the module clusters.)

    b. As separate pieces, eight copies each of the overviews for Module Clusters 1.0, 2.0, and 3.0, and eight copies each of all modules within the clusters (as listed on the contents page).

2. You will need one copy of the Governance Game for every eight participants. The games may be ordered from the NEA Order Department, Academic Building, Saw Mill Road, West Haven, Connecticut 06516, for $10 each (stock number 0156-7-00).

3. As an optional activity, you may wish to establish a resource center where students will deposit their papers or audio cassettes. The planning of a resource center would then be an essential component of these module clusters.

4. You will be able to use the following documents, periodicals, or books in the reserve section of your library or in a resource center:

Module 1.1

Bulger, Paul. "Education as a Profession." Washington, D. C.: ERIC Clearinghouse on Teacher Education, January 1972. 25 pp. ED 059 148

Cronin, Joseph M. Control of Urban Schools. New York: Free Press, 1973.

Giusti, J. P., and Hogg, H. "Teacher Status: Practitioner or Professional?" Clearing House 48: 182-85; November 1973.

Howsam, Robert. "The Governance of Teacher Education." Washington, D.C.: ERIC Clearinghouse on Teacher Education, February 1972. 25 pp. ED 062 270

Hunter, W. A. "Redefining and Realigning Education as a Profession." *Time for Decision in Teacher Education*. Yearbook 1973. Washington, D. C.: American Association of Colleges for Teacher Education, 1973. pp. 23-28.

Lawson, D. "What Is a Professional Teacher?" *Phi Delta Kappan* 52: 589; June 1971.

Lieberman, Myron. "The Influence of Teacher Organizations upon American Education." *Social Forces Influencing American Education*. (Edited by Nelson B. Henry.) Sixtieth Yearbook, Part II, National Society for the Study of Education. Chicago: University of Chicago Press, 1961. pp. 182-202.

________________. "Self-Governance--Why Not?" *National Journal of Educational Administration* 47: 23; January 1974.

Vander Meer, A. W. "Legislatures, the Courts, and Teacher Education." *School Review* 82: 281-92; February 1974.

Washington State Legislature, Joint Committee on Higher Education. "The Student Role in Governance." Olympia: the Legislature, January 1973. 48 pp. (ED 074 946)

Weil, P. E., and Weil, M. "Professionalism: A Study of Attitudes and Values." *Journal of Teacher Education* 22: 314-18; Fall 1971.

## Module 1.2

Bain, Helen. "Self-Governance Must Come First, Then Accountability." (Guest Editorial.) *Phi Delta Kappan* 51: 413; April 1970.

Haberman, Martin, and Stinnett, T. M. "Legal Requirements for Teaching." *Teacher Education and the New Profession of Teaching*. Berkeley, Calif.: McCutchan Publishing Corp., 1973. pp. 17-27.

## Module 1.3

*Teacher Standards and Practices Commissions: A Directory*. Second edition. Washington, D. C.: National Education Association, 1974.

Module 1.5

"A Model Teacher Standards and Licensure Act." Washington, D. C.: National Education Association, February 1971.

Module 1.7

"AASA Executive Secretary Tells Conventioneers Where the Action Is." Phi Delta Kappan 55: 595; May 1974.

Blakely, Robert J. "Where Are We Going in Efforts To Improve Communities?" Adult Leadership 23: 2-4, 30-32; May 1974.

Reeves, Richard. "Teachers, Politics and Power." Learning 2: 10-14; November 1973.

Module 2.2

Darcy, C. Michael. "Consortium Simulation." Albany: Teacher Education Developmental Service, State University of New York, 1974.

American Association of Colleges for Teacher Education, Committee on Performance-Based Teacher Education. Achieving the Potential of Performance-Based Teacher Education: Recommendations. PBTE Series No. 16. Washington, D. C.: the Association, 1974.

Anderson, Dan W., and others. Competency Based Teacher Education, Book I: Problems and Prospects for the Decade Ahead. Book II: A Systems Approach to Program Design. Berkeley, Calif.: McCutchan Publishing Corp., 1973.

Cooper, James M.; Jones, Howard L.; and Weber, Wilford A. "Specifying Teacher Competencies." Journal of Teacher Education 24: 17-23; Spring 1973.

Ether, John A., and others. Glossary of Terms: Competency-Based Teacher Education. Albany, N.Y.: Teacher Education Developmental Service, State University of New York, 1974.

____________. Problems of Competency-Based Teacher Education. Albany: School of Education, State University of New York, 1974.

Kerr, D. H., and Solter, J. F. "Locating Teacher Competency: An Action Description of Teaching." Educational Theory 24: 3-16; Winter 1974.

Schmieder, Allen A. Competency-Based Education: The State of the Scene. PBTE Series No. 9. Washington, D. C.: American Association of Colleges for Teacher Education, 1973.

________________. "Profile of the States in Competency Based Education." Performance Based Teacher Education 3: 1-24; November 1974.

Weber, Wilford A.; Cooper, James; and Houston, W. Robert. A Guide to Competency Based Teacher Education. Wentfield, Texas: Competency Based Instructional Systems, 1973.

Wilson, A. P., and Curtis, W. W. "States Mandate a Performance Based Teacher Education." Phi Delta Kappan 55: 76-77; Summer 1973.

CCBC Notebook. The Competency Based Curriculum. Salt Lake City: Department of Educational Administration, University of Utah. Quarterly.

PBTE. Albany, N.Y.: Multi-State Consortium on Performance Based Teacher Education, New York State Education Department. Monthly.

Educational Leadership, Vol. 31, No. 4, January 1974. Washington, D. C.: Association for Supervision and Curriculum Development.

Educational Technology, Vol. 12, No. 11, November 1972. Englewood Cliffs, N.J.: Educational Technology Publications.

Phi Delta Kappan, Vol. 55, No. 5, January 1974. Bloomington, Ind.: Phi Delta Kappa, Inc.

Journal of Teacher Education, Vol. 24, No. 3, Fall 1973. Washington, D. C.: American Association of Colleges for Teacher Education.

Rosner, Benjamin. The Power of Competency-Based Teacher Education. Princeton, N.J.: Educational Testing Service, 1972.

State University of New York and New York State Education Department, Department of Teacher Education. A New Style of Certification. Albany: the Department, 1971.

Zoellner, Robert. "Behavioral Objectives for English." College English 33: 418-32; January 1972.

Broudy, Harry. A Critique of Performance-Based Teacher Education. Washington, D. C.: American Association of Colleges for Teacher Education, 1972.

Combs, Arthur. Educational Accountability: Beyond Behavioral Objectives. Washington, D. C.: Association for Supervision and Curriculum Development, 1972.

Cortright, Richard, and Pershing, Gerry. "Performance-Based Teacher Education and Certification: Can Teachers Buy It?" Washington, D. C.: National Education Association, n.d. (1973)

Doll, W. E. "Methodology of Experience: An Alternative to Behavioral Objectives." Educational Theory 22: 209-24; Summer 1972.

Gillie, A. C. "Competency Based Teacher Education: A Plea for Caution." American Vocational Journal 49: 30-31; April 1974.

Kemble, Eugenia, and McKenna, Bernard H. PBTE: Viewpoints of Two Teacher Organization Officers. Washington, D. C.: American Association of Colleges for Teacher Education, 1975. (In press.)

Houston, W. Robert, and others. Resources for Performance-Based Education. Albany: State University of New York and Multi-State Consortium on PBTE, March 1973.

Houston, W. Robert; Nelson, Karen S.; and Houston, Elizabeth C. Resources for Performance-Based Education. Supplement A. Albany: State University of New York and Multi-State Consortium on PBTE, November 1973.

## Module 2.3

Devault, M. Veri, and others. Descriptor for Individualized Instruction: User's Manual. Madison: Wisconsin Center for the Analysis of Individualized Instruction, 1973.

## Module 3.1

Educators' World. Philadelphia: North American Publishing Co., 1974.

## Module 3.2

Denhardt, Robert. "Alienation and the Challenge of Participation." Personnel Administration 34: September-October 1971.

Tannenbaum, Arnold S. Control in Organizations. New York: McGraw-Hill Book Co., 1968.

# GENERAL OVERVIEW OF MODULE CLUSTERS
# 1.0, 2.0, and 3.0

## RATIONALE OF THE MODULE CLUSTERS

### A. Significance of the Content of the Module Clusters

The three module clusters which follow are intended for use in graduate education courses where professors and students have at least an initial concern about the challenging issue of governance in education and the teaching profession. This is to say, students and professors who choose these instructional guides will be concerned about the growing movement to redefine "governance" of education and the "teaching profession" in keeping with a new attitude toward educational realities and the needs of modern educators and students.

In the past, educators and the American people in general have tended to hold too-narrow perceptions about the nature of education and professional practice. One cause will be cited as an example: the fact that educators have joined various local, state, and national professional associations along school level, position, or subject matter lines. We are all familiar with associations representing personnel from elementary, secondary, and higher education institutions. There are also the associations of administrators, supervisors, teacher education faculties, school psychologists, and school librarians. And there are the many organizations for teachers in such disciplines as English, social studies, and mathematics. No wonder, then, that both the educators and the public should regard education as a fragmented series of associations, each serving special, even selfish interests.

The definition of the "teaching profession" used in these module clusters goes far beyond the traditional and limited perceptions in common use prior to the mid-1970's. The "teaching profession" cited in these modules is made up of all the persons who prepare themselves over long years with knowledge of theory and practice to serve the instructional needs of America's students. These needs are met by the profession, from nursery school through higher education to continuing education. Thus educators serve Americans from infancy to senior citizen days. Several categories of education personnel, each with a special mode of training and service, cooperate with one another and with their students to achieve their mutual goals. A partial list of some of these personnel includes the following: teachers, the major profession; cooperating specialists in administration and supervision, guidance, counseling, and psychology; consultants or coordinators for curriculum development or community relations; librarians; state and national educational personnel; and teacher assistants.

There is at present a movement toward identifying the teaching profession in larger terms. As Darland pointed out in Teachers for the Real World (American Association of Colleges for Teacher Education, 1969):

> ...unless the profession can put its own house in order, clarify its own sense of direction, and establish its own policies and procedures, it will be ineffective in working with the public and its own members.

Darland's words remind us that the expanded definition of the teaching profession leads its defenders to reassess the present governance of their profession. "Governance" of a profession means that the members of the profession are responsible either directly or through representation for regulating and judging the competence of their peers so that the public welfare will be best served. It also means that these members hold the power to run the internal affairs of their organization. Teachers note with dismay that while doctors, lawyers, engineers, accountants, and many other professionals maintain some degree of governance of their respective professions, teachers do not.

"Governance" of the teaching profession does not mean control of the profession. As Darland stated in 1969, control of all professions is ultimately vested in the people. To delegate rights and responsibilities to members of the profession through agreement, law, or precedent does not mean that the people give up their control of education. Since delegation of powers in a democratic society includes built-in checks and balances, the people are protected from professional self-interests superseding the public welfare. It is well to remember that "what the people give, the people can take away."

An examination of the present governance of the teaching profession reveals that educators, in comparison with members of other professions, have very limited regulatory or judgmental say concerning the competence of their peers. Preservice and in-service training of teachers and other education personnel, licensure, tenure, and hiring and firing processes are for the most part decided by non-educators. Yet these are matters of importance to members of the profession if the profession is going to maintain its standard of excellence in service to the nation.

The logic of the situation would demand that a new form of governance of the teaching profession be initiated. In these module clusters such governance is called "participatory" because it would involve representation from those members of the profession whose training and experience best enable them to make sound decisions in specific educational areas. These module clusters focus on one example of such representation in the regulation of the teaching profession, namely, the role of teachers in participatory governance of the teaching profession.

The decision to present information to graduate education students about the teacher's role in participatory governance seems necessary and highly practical. For a long period in American educational history teachers have not been invited to share in the higher regulatory and judgmental decisions which concern teachers directly. All too often teachers have been held accountable for the outcomes of such decisions although they have had no voice in making them. If, for example, preservice courses required of teacher candidates are determined first by members of local or state boards of education and are implemented by teacher education personnel without input from practicing teachers, beginning teachers are apt to suffer a weakening of morale and effectiveness when their training does not always match the realities in the classroom. Concerned members of the teaching profession are therefore critical of the fact that while the expertise and experience of many well-meaning people have been utilized to determine the preparation of teachers, the overall results of such efforts have frequently been vitiated. An evident remedy is to number experienced and competent teachers among those participating in these governance activities.

B. Uses of the Module Clusters in Graduate Classes

There are incipient movements throughout the nation to include teachers in the participatory governance of the teaching profession. Witness some recent changes in state laws which require teacher involvement in curriculum planning (New Jersey is one example), or the growing number of state commissions with teacher members which determine the licensure process for teachers. The module clusters that follow are meant to present one contribution to these movements. Their purpose is twofold: first, to afford graduate students of education, law, and liberal arts the means to gather information concerning the role of teachers in the participatory governance of the teaching profession; and second, to offer these same students opportunities to investigate, challenge, or increase their commitment to teacher participation in the governance of the teaching profession.

Graduate students who are teachers will be motivated to learn about the possibilities for their sharing in the governance of their profession. Often they experience feelings of frustration arising from powerlessness to remedy some of the major ills besetting education because they do not share in governance decisions.

Other educators, such as administrators, guidance officials, curriculum coordinators, and research personnel, will be interested in the module clusters for two major reasons. They will wish to follow the progress of any breakthrough in the governance of their profession which defines that profession as an entity with certain self-contained governance powers. They will also wish to note the modifications of the governance role of teachers which, in turn, will affect their own governance roles in education.

Finally, the question of governance of the teaching profession exceeds the interests of those in that profession. Since governance touches upon changes in legislation, determination of power, and societal interaction on a national scale, graduate students of law, political science, and sociology should be interested in changes in participatory governance of the teaching profession. Wherever possible, then, it is suggested that these module clusters be used by small groups of graduate students from various disciplines. Discussion, role-playing, and gaming in interdisciplinary groups will enhance the insights of all participants into the implications of the clusters for each member and for society as a whole.

Concentration on the teacher's role in governance of the teaching profession in these interdisciplinary groups does not suggest that the groups need end their investigations at this point. Module clusters by their very structure are open-ended. Follow-up studies may well address such issues as the following: definition of the roles of administrators, supervisors, or members of the supportive school staff in participatory governance; definition of the difference between the control and the governance of professions as they are delineated through law or precedent; the advisability of initiating a movement to organize teachers and other educational specialists into a formal organization of educational personnel.

## II. STRUCTURE OF THE MODULE CLUSTERS

The blocks of instruction in this learning package represent an adaptation of the methodologies of competency-based teacher education (CBTE) and a more traditional unit approach. The CBTE input consists of the following elements:

1. The blocks of instruction are module clusters; the clusters are divided into modules.

2. Modules are divided into sections according to the terminology and methods used by Robert L. Arends in Handbook for the Development of Instructional Modules in Competency Based Teacher Education Programs (Syracuse Center for the Study of Teaching, 1971).

A module cluster, as the term implies, is a combination of modules. A module is usually a single-step, cyclical instructional guide meant for use by an individual student. The module states specifically and in terms of overt behavior precisely what a student should be able to do as a result of working through the enabling activities listed in the module. This statement also includes the criteria for achieving a passing performance. The student is directed to a preassessment activity to determine whether or not he or she is proficient in the objective of the module. If preassessment reveals proficiency, the student does not need to undertake the activities of the module; if preassessment reveals that the student is not proficient, he/she proceeds to the activities through which the stated competency will be attained. When the student is ready for evaluation as stated in the module objective, he/she undergoes a postassessment. If the student fails the postassessment, he/she is directed by the module to further remedial activities. He/she is free to work through the remedial activities as often as necessary in order to pass the postassessment.

Modules lead to competencies which are cognitive, affective, or motor-perceptual. An illustration from the cognitive order would be an objective which contains an overt behavior which proves that a student knows or understands a given communication or can analyze, synthesize, or evaluate a communication.

The module clusters in this learning package have as their objectives those overt behaviors which indicate that graduate students have increased the internalization of a certain set of values. They are intended primarily, therefore, to modify the affective life of those who use them. They do not include remedial activities since they are not primarily cognitive.

The module clusters differ from the CBTE model in that they are not intended for individual student use only. Instead, they have been devised as a means for an individual student to join one or more small groups with whom he/she will cooperate in carrying out the suggested learning activities of his/her chosen modules. They also provide opportunities for the small groups to report to the entire class. Thus the module clusters enable an individual to work in both small and large group activities. The cooperative endeavors of graduate students who participate in these groups (which simulate actual governance units) should permit an interaction which heightens the affective nature of the experience for all.

Modules, according to the CBTE model, are meant to be combined or clustered in a developmental-sequential fashion so that an individual student may attain a higher, complex competency by working through progressively more difficult, necessary steps. Because of the preassessment portion of each module, the student is free to enter upon the sequence at any point. The developmental-sequential combinations of modules are called module clusters. The module clusters in this learning package are an attempt to apply the developmental-sequential method of instruction to complex affective goals.

## III. THE PROCESS OF INSTRUCTION

Since these module clusters permit diversity in their use, only one example of the way in which a graduate student of education, law, or the liberal arts can profit from them will be offered here.

A. A graduate student attends a course at a university where the professor and the students show some interest in the question of governance of the teaching profession. Their attention has been brought to the current trends to involve teachers in the participatory governance of the teaching profession. Perhaps they have read recent statements of policy and guidelines issued by teacher associations (see, for example, the New York Teacher magazine for May 26, 1974). Or perhaps some members of the class have participated in a district conference of Phi Delta Kappa at which the following education issues were discussed:

1. Should lay boards of education be eliminated and governance of schools be assigned to other agencies of government?
2. Who should control teacher education? (News, Notes and Quotes, Vol. 19, No. 1, September-October 1974.)

B. The entire class plays the Governance Game at the university and then engages in one or more activities contained in Module 1.1.

C. At the conclusion of these activities the class reads the overviews of Module Clusters 1.0, 2.0, and 3.0. The graduate student determines which modules best suit his/her needs for learning and valuing, and signs a sheet indicating his/her choice or choices.

D. At an organizational session the student determines with his/her class the make-up of the small groups. The graduate student meets with his/her groups to work through the enabling activities suggested in his/her chosen modules.

E. The small group meets to discuss its findings. These meetings will be held in the regular class time or outside class time.

F. The small group reports to the entire class by means of communication determined by the entire class in terms of the time allotted for these activities. Thus the student may record his findings through written reports or on audio cassettes and place them in a learning center set up by the professor or librarian. If time permits, he/she may report orally to the entire class.

G. Meetings of the entire class are determined by the professor and the class for the discussion and assimilation of the reports from all the small groups. ,

## IV. TIME ALLOTMENTS FOR MODULE CLUSTERS

It is impossible at present to predict with any certainty how long the graduate class should engage in the activities of the module clusters. Their structure permits a variety of uses as well as diversity in the time

|  | BLOCK OF INSTRUCTION | MINIMUM CLASS TIME ALLOTMENT | COMMENTS |
|---|---|---|---|
| CLUSTER 1.0 | Module 1.1, Part I<br>The Governance Game | 2 hours | Allows only for explanation and playing of the game. |
|  | Module 1.1, Part II<br>Activity II<br>Activity III | 0 | Students accomplish these activities outside class as a follow-up to the Governance Game. |
|  | Module 1.1<br>Evaluation and organizational meeting--<br>a. Readings of overviews 1.0, 2.0, 3.0<br>b. Signing small group checklist<br>c. Setting time allotments, modes of communication. | 2 hours | Time permitted for students to state their attitudes toward participatory governance by teachers; to organize into small study groups; to set deadlines for reports. |
|  | Modules 1.2, 1.3, 1.4, 1.5, 1.6 | 0<br>(If small groups are to meet during class time, add time allotment here.) | Students are expected to complete these activities outside class time. |
|  | Modules 1.7 and 1.8 | 2-4 hours | Entire class discussion through which group assimilates reports of all small groups and states attitudes toward participatory governance. Class may wish to combine discussions of 1.7 and 1.8 into one session. |
|  | TOTAL TIME ALLOTMENT | 6-8 hours<br>(Usually graduate class periods.) |  |
| CLUSTER 2.0 | Modules 2.1, 2.2, 2.3 | 6 hours each<br>(4 hours for simulation sessions, 2 hours for postassessment of these sessions by small group or entire group.) | All these small groups can meet in the same place at the same time. The total time is then 6 hours or 3 graduate periods. |
| CLUSTER 3.0 | Modules 3.1, 3.2, 3.3 | 6 hours each<br>(4 hours for simulation sessions, 2 hours for postassessment by small group or entire group.) | All these small groups can meet in the same place at the same time. The total time is then 6 hours or 3 graduate class periods.) |

periods needed to accomplish goals. Self-pacing (in this case, small-group pacing) is an educational advantage which combats lock-step rigidity in instruction. The class, however, may wish some guidelines. Such guidelines are presented, not as a hard-and-fast set of rules, but as a list of suggestions.

Minimum time allotments will differ according to the following alternative uses of the module clusters:

A. After playing the Governance Game, the class immediately branches into three groups to complete Module Clusters 1.0, 2.0, and 3.0, respectively. The activities proceed simultaneously.

Possible minimum time allotment -- 10 hours
5 class periods

B. The entire class participates in Module Cluster 1.0 and then small groups are formed to complete either Module Cluster 2.0 or Module Cluster 3.0.

Possible minimum time allotment -- 12 hours
6 class periods

C. The entire class proceeds in a linear fashion through all the module clusters, from 1.0 through 3.0.

Possible minimum time allotment -- 20 hours
10 class periods

D. The class decides after playing the Governance Game to skip 1.0 because all are knowledgeable about and committed to the teacher's role in participatory governance of the teaching profession --

1. And proceeds to Cluster 2.0 only.

Possible minimum time allotment -- 10 hours
5 class periods

2. Or to Cluster 3.0 only.

   Possible minimum time allotment -- 10 hours
   5 class periods

3. Or to both Clusters 2.0 and 3.0 in linear fashion.

   Possible minimum time allotment -- 16 hours
   8 class periods

4. Or to both Clusters 2.0 and 3.0 in concurrent fashion.

   Possible minimum time allotment -- 10 hours
   5 class periods

The above suggestions for use of the modules indicate that the module clusters may form part or all of a graduate course in education, law, or liberal arts, or an interdisciplinary seminar.

## V. A PROSPECTUS OF MODULE CLUSTERS 1.0, 2.0, AND 3.0

The three module clusters or blocks of instruction presented in the following pages are meant as one way to examine the new role of the teacher in participatory governance. They invite graduate students to participate in role-play, gaming, and discussions concerning participatory governance events. These activities are meant to lead graduate students to an awareness of the present need for and recent developments in participatory governance of the teaching profession. They are not meant to suggest specific ways in which such governance should take place. The development of governance modes is properly within the realm of the interacting members of the teaching profession.

The graduate students will interact in groups structured to resemble participatory governance bodies which already exist or which are being planned. The nonthreatening nature of the simulation activities should provide an atmosphere of academic freedom in which graduate students from several subject areas -- such as curriculum development, administration, supervision, educational research, urban planning, learning and teaching, guidance, school psychology, law, political science, and sociology -- can explore honestly and cooperatively the new dimensions of the teacher's role in participatory governance.

The topics of the module clusters and their specific objectives are listed below. The listing should provide a brief prospectus of the entire learning sequence.

Module Cluster Topics

1.0 To provide graduate students a means for developing commitment to participatory governance of the teaching profession.

2.0 To provide graduate students opportunities to practice group dynamics techniques which simulate those already used in participatory governance of the teaching profession.

3.0 To provide graduate students opportunities to practice techniques for initiating participatory governance where participatory governance does not exist.

Module Cluster Performance Objectives

1.0 At the conclusion of this block of instruction, graduate students will demonstrate an initial commitment to participatory governance of the teaching profession by completing Modules 1.1, 1.7, and 1.8. At the conclusion of Module 1.1, graduate students will form a governance study group to investigate the ideal and present roles of teachers in participatory governance. At the conclusion of Module 1.7, the graduate students will write a statement concerning their expectations for the ideal role of teachers at the national, state, or local level of governance and will discuss their views in the study group. At the conclusion of Module 1.8, the graduate students will write a statement comparing their expectations for the ideal role of teachers in participatory governance with the role of teachers at the present time. They will discuss their views in the study group in order to arrive at some theoretical remedies for any discrepancies between the ideal and the present role of teachers in participatory governance.

Graduate students may also demonstrate their initial commitment to participatory governance of the teaching profession by freely electing to complete one or more remaining Modules 1.2 through 1.6. The completion of these modules, however, will be in addition to the completion of Modules 1.1, 1.7, and 1.8.

2.0 At the conclusion of their participation in one or more of the simulated events included in this module cluster, the graduate students will be able to prepare a statement summarizing what they believe to be the major contributions of teachers to participatory governance of the teaching profession. They will present their statements either to the professor directly or to the governance study group for discussion. The mode of communication will be determined by the governance study group.

3.0 At the conclusion of this block of instruction, the graduate students will have joined one or two committees to devise various ways to influence or support some or all of the following groups in initiating study or actual implementation of participatory governance of the teaching profession.

1. Legislators (federal, state, or municipal)
2. State departments of education
3. National or state education organizations
4. Teacher associations or unions
5. School or district administrators
6. Local boards of education
7. Teacher education institutions
8. Parents
9. Community leaders.

Findings will be shared with the whole group at a single class session or by storage of materials in a learning center accessible to all members of the class.

## OVERVIEW OF MODULE CLUSTER 1.0
## DEVELOPING COMMITMENT TO PARTICIPATORY GOVERNANCE

MODULE CLUSTER 1.0

Topic: To provide graduate students a means for developing commitment to participatory governance of the teaching profession.

Performance Objective: At the conclusion of this block of instruction, graduate students will demonstrate an initial commitment to participatory governance of the teaching profession by completing Modules 1.1, 1.7, and 1.8. At the conclusion of Module 1.1, graduate students will form a governance study group to investigate the ideal and present roles of teachers in participatory governance. At the conclusion of Module 1.7. the graduate students will write a statement concerning their expectations for the ideal role of teachers at the national, state, or local level of governance and will discuss their views in the study group. At the conclusion of Module 1.8, the graduate students will write a statement comparing their expectations for the ideal role of teachers in participatory governance with the role of teachers at the present time. They will discuss their views in the study group in order to arrive at some theoretical remedies for any discrepancies between the ideal and the present role of teachers in participatory governance.

Graduate students may also demonstrate their initial commitment to participatory governance of the teaching profession by freely electing to complete one or more remaining Modules 1.2 through 1.6. The completion of these modules, however, will be in addition to the completion of Modules 1.1, 1.7, and 1.8.

*Rationale*: As Krathwohl notes in the *Taxonomy of Educational Objectives: Affective Domain* (1956), commitment to a value may be thought of as an integral step in an internalization process which begins with receiving or attending to a value and which ends with making that value part of one's philosophy of life. Since this module cluster is primarily *affective* in its objectives it has been structured as a continuum of learning experiences through which graduate students can internalize their commitment to increasing teacher participation in the governance of the teaching profession. The steps in the continuum and the modules meant to implement them are listed below. Phrases which refer to Krathwohl's taxonomy are underlined.

| | Module |
|---|---|
| Graduate students will become more acutely *aware* that teachers play a minor role in the governance of the teaching profession. | 1.1 |
| Graduate students will be *willing to receive* more information concerning the present state of teacher participation in governance of the teaching profession at the: | 1.2-1.6 |
| national level | 1.2 |
| state level among the 50 states | 1.3 |
| local district level among the 50 states | 1.4 |
| graduate students' respective state levels | 1.5 |
| graduate students' respective local district levels. | 1.6 |
| Graduate students will take *satisfaction* in drawing up statements of *ideal* models for teacher participation in the governance of the teaching profession. | 1.7 |
| Graduate students will *consider teacher participation in the governance of the profession important*. They will demonstrate a level of *commitment* by making comparisons between the real and the ideal roles of teachers in governance, and by using these data to make tentative plans for increasing the new role of teachers in governance. | 1.8 |

Prerequisites: Participants are graduate students enrolled in education, law, or liberal arts courses who have expressed interest in participatory governance of the teaching profession.

Performance Objectives Within Module Cluster 1.0

1.1 At the conclusion of this module, graduate students will demonstrate that they are aware that teachers play a minimum role at present in the participatory governance of the teaching profession by joining a group to study in depth the role of teachers in participatory governance at the national, state, and local levels. They will understand that the purpose of this cooperative study will to be to arrive at theoretical remedies for bridging the gap between the real and the ideal role of teachers in participatory governance of the teaching profession.

1.2 At the conclusion of this module, graduate students will report orally (in person or through audio cassette recording) or in writing to their governance study group concerning their study of the present realities of participatory governance of the teaching profession at the national level.

1.3 At the conclusion of this module, graduate students will report orally (in person or through audio cassette recording) or in writing to their governance study group concerning their study of the present realities of participatory governance of the teaching profession at the state level among the fifty states. (This research should be general rather than in-depth.)

1.4 At the conclusion of this module, graduate students will report orally (in person or through audio cassette recording) or in writing to their governance study group concerning their study of the present realities of participatory governance at the local district level among the fifty states. (This study should be general rather than in-depth.)

1.5 At the conclusion of this module, graduate students will report orally (in person or through audio cassette recording) or in writing to their governance study group concerning their study of the present realities of participatory governance of the teaching profession at their respective state levels. (The study should be in-depth rather than general.) In some cases, this report may deal with only one state because of the population of the study group.

1.6 At the conclusion of this module, graduate students will report orally (in person or through audio cassette recording) or in writing to their governance study group concerning their study of the present realities of participatory governance of the teaching profession at their respective local district levels. (This research should be in-depth rather than general.)

1.7 At the conclusion of this module, graduate students will present to their study group for discussion a written statement of their expectations for the ideal role of teachers at the national, state, or local level of participatory governance of the teaching profession.

1.8 At the conclusion of this module, graduate students will present to their study group for discussion a written statement comparing their expectations for the ideal role of teachers in participatory governance with the real role of teachers at the present time. Through this discussion, the group will attempt to reach some tentative solutions for decreasing any gaps that exist between the ideal and the real role of teachers in participatory governance of the teaching profession.

## Some Suggested Uses of and Time Allotments for Module Cluster 1.0

It will be noted that Modules 1.2 through 1.8 are meant to facilitate the activities of a "governance study group," whether in full or subcommittee work. Through participation in this group, the participants will be simulating in the nonthreatening atmosphere of the university classroom some of the behaviors appropriate to actual governance study groups set up at the national, state, or local level of government, by departments or boards of education, or by professional associations.

The "governance study group" can use the modules in a number of useful ways. Some are suggested here.

1. The graduate student participants complete the Governance Game activity in Module 1.1. (2 hours)

2. The graduate students then choose and complete one other activity in Module 1.1 outside class.

3. In the university classroom, the students discuss their reactions to the Governance Game and the remaining activities of Module 1.1. (2 hours)

4. They form a "governance study group" to simulate the activities of similar groups at the national, state, or local level of inquiry, research, or action (2 hours)

   a. They determine, after consultation with their professor, the time allotments for the completion of the module cluster.

   b. They determine whether they need to gather more data in order to complete 1.7 and/or 1.8.

   c. If they need to gather more data, they form subcommittees to complete one, some, or all of Modules 1.2 through 1.6. They determine how the communications of such groups will be given to the entire study group. This study will be completed outside class time.

5. At the determined time, they will meet in the university classroom to discuss their statements concerning the ideal role of teachers in governance and to compare these statements with the real role of teachers. This discussion may occur at one or two class meetings. (2 hours)

6. At the conclusion of this discussion, the graduate students will offer tentative remedies for lessening any discrepancies between the ideal and the real roles of teachers in participatory governance.

7. The group will read Module Clusters 2.0 and 3.0 to determine whether they should complete one or both. (Outside class time.)

## MODULE 1.1

Topic: Graduate students will be more acutely aware that teachers play a minor role in participatory governance of the teaching profession.

Performance Objective: At the conclusion of this module, graduate students will demonstrate that they are aware that teachers play a minimum role at present in the participatory governance of the teaching profession by joining a group to study in depth the role of teachers in participatory governance at the national, state, and local levels. They will understand that the purpose of this cooperative study will be to arrive at theoretical remedies for bridging the gap between the real and the ideal role of teachers in participatory governance of the teaching profession.

Rationale: The goal of Module 1.1 is affective. It is meant to provide learning experiences through which the participants can become more acutely aware of their need for personal study and/or involvement in activities inside or outside the university to increase teacher participation in the governance of the teaching profession.

Prerequisites: The participants are graduate students of education, law, or liberal arts who have expressed interest in participatory governance of the teaching profession.

Preassessment: None, other than the initial interest shown by the graduate students in their willingness to engage in the Governance Game.

Enabling Activities: Participants will engage in Activity I and at least one of the other two activities described below.

Part I

Activity I: Graduate students will play the Governance Game. They will discuss their reactions to this game at a special class session or at a session which includes their reactions to all the activities of Module 1.1.

Part II

Activity II: Graduate students will read information on teacher participation in the governance of the teaching profession, beginning on page 5 of Module 1.1.

A. Darland, Dave D. "A Concept of the Profession." Teachers for the Real World. Washington, D.C.: American Association of Colleges for Teachers Education, 1969. pp. 136-40.

B. "What Does Governance Mean?" Today's Education 60: 20-21; December 1971.

C. "Licensure and Accreditation in Selected Professions." Today's Education 60: 18-19; December 1971.

D. Cortright, Richard W., and Pershing, Geraldine. "Pressures for Seven Cardinal Educational Changes." Washington, D.C.: National Education Association, 1971. (Excerpts)

E. "A Proposal for the Discussion of Governance." Washington, D.C.: American Association of Colleges for Teacher Education, 1975.

They will discuss the implications of these readings at a single session or at a session which combines these reactions with their responses to the Governance Game.

Activity III: Graduate students will read information on teacher participation in the governance of their profession from sources other than those included in this module. It is suggested that the graduate students consult their library resources, particularly The Education Index, local teacher union offices, or the statements of governance policies of professional associations. It is also suggested that, whenever possible, copies of appropriate portions of such materials be placed by the graduate students in a resource center so that their fellow students can have access to them. They will discuss the implications of these readings either in a special session or in a session which deals with the students' relations to all the activities of Module 1.1. (See especially the bibliography beginning on page 17 of Module 1.1.

Evaluation: Since this is an awareness module, graduate students will attain a "passing" performance (1) through actual participation in Activity I and at least one other activity, and (2) by joining a "governance study group" to complete Modules 1.7 and 1.8. Evidence of the latter desire will be their attendance at a "meeting" to organize the "governance study group," at which they will determine whether they have sufficient data to complete successfully Modules 1.7 and 1.8. If not, they will set up subcommittees to complete one, some, or all of the Modules 1.2 through 1.6. A graduate student's participation in one or more of these subcommittees will be further proof of his awareness and/or interest in the issue of participatory governance.

The "governance study group" will act in full cooperation with their professor in working out the time and space allotments for carrying out their chosen modules.

A.

## A Concept of the Profession

If teachers are to have control of their own affairs, it is essential that a distinction be drawn between the control of education and the governance of the teaching profession. This assumes that this governance be delegated to a variety of professional organizations, agencies, boards, and commissions with clearly defined responsibilities. Such an entity will establish necessary checks and balances to protect the public interest as well as generate and disseminate the power of the teaching profession. Those who are the best qualified in any given aspect of a profession should be involved in the policy- and decision-making processes in the public interests. Contrary to popular opinion, public and professional interests are usually not in conflict.

The people of the United States are involved in a great social revolution. Teachers have habitually reflected, not led, the forces of society. The setting in which teachers find themselves today demands more dynamic and intelligent leadership, especially in the professionalization of teachers. Their professional integrity is at stake.

If the teaching profession is to acquire and maintain the intellectual strength and the political power necessary in these times, a new concept of the professional must be created. This concept must include new structures and functions—in short, a professional entity.

The importance of the control and proper support of education is inextricably involved with teaching. But the subject here is the teaching profession and its governance, rather than the control of education.

The social revolution in America directly affects the teaching profession. There are two concurrent, related power struggles. One is over who is to control education and the other is how and by whom the teaching profession is to be maintained and governed.

The teaching profession today is highly vulnerable. Because of its lack of maturity as a professional entity, there is neither the backlog of precedent nor adequate professional protection for those who wish to be heard on issues vital to education and the teacher. Of course, teachers should not control education, but they should be in a position to be heard, and they should govern their own profession.

Education at the elementary and secondary levels was organized before there was any semblance of an education profession. It became customary for lay boards not only to control education but to govern the profession of teaching. There was almost no distinction drawn between them. It is only recently that teachers have moved decisively toward professionalization. Yet in many areas laymen are still, today, having to make decisions of a professional nature. Control of the profession by laymen is so entrenched that it is very difficult to understand the importance of differentiating between control of education and governing of the profession. Acceptance of this difference is essential if the teaching profession is to function in the best interests of society.

It is this process of differentiation that is now causing so much concern. Precisely because teachers are moving rapidly toward maturing as a professional force, toward creating their own instruments of governance, is concern being voiced by the traditionalists.

The attention of teachers is easily diverted to the support of a professional organization as an end in itself. Jurisdictional conflicts are thus created. The organization becomes the end, and the internecine conflict among organizations consumes the energy and displaces constructive programs needed for development of an effective profession.

A concrete example is the AFT-NEA feud. This is not to say that the conflict is not real. It is. But it is peripheral to the issue of teaching becoming a professional entity, capable of responsible self-government. Organizations which use their energies to produce such an entity must ultimately receive the backing of the majority of teachers and of the American people. If this is true, there is strong reason for classroom teachers to recognize that jurisdictional battles are a waste of energy and that great professional issues go begging as long as this goal displacement prevails. When enough classroom teachers discover that it is they who are being weakened and divided, not school boards, college professors, or administrators, there will be a more vigorous thrust toward making teaching a professional entity.

Meanwhile, it is urgent that attention be given to evolving a conceptual design for a professional entity. This idea requires careful delineation and must be viewed in the context of its assumptions. Some of these assumptions are:

1. Teaching is a highly complex endeavor involving ever greater techniques and never-ending knowledge of the highest order.
2. Teaching requires continuous education relevant to the needs of the practitioner.
3. Teaching assumes the necessity of the involvement of practitioners in establishing their own patterns of self-improvement and patterns of professional governance. (Intrinsic motivation is essential.)
4. Teaching assumes that the vital point is what takes place between teacher and child or youth. (It involves both the affective and cognitive domains.)
5. Teaching assumes the need to have a supportive staff of specialists for the teacher to draw upon at all times for assistance.
6. Teaching assumes the inextricable relationship between the conditions in which children attempt to learn and a teacher to teach, and success in these endeavors.

The above list could be expanded but these assumptions are enough to illustrate the imperative need for the practitioners of all areas, levels, and specialties in the teaching profession to recognize that none of these can be accomplished unless there are ways to support them with continuing action programs. For example, perennial education for teachers will hardly be relevant to their needs unless teachers are involved in determining the nature of such education. And that requires professional government.

Currently, the teaching profession is composed of a loose federation of groups and individuals which operate quite independently. It is not uncommon for two groups to have a common, stated goal but, because of the professional anarchy which prevails, one group often neutralizes the other.

Ideally, the teaching profession should build an entity which ensures for all practitioners certain well defined rights and opportunities for effective service. Such an entity is not a single organization. It is rather a profession: a planned integration of interrelated individuals and groups with no fixed physical dimensions, each group with specialized functions, all directed toward common purposes.

In the teaching profession there are dozens of interests and forces to be reconciled. The anatomy or structure of the profession has been defined to include the segments and the practitioners within each segment listed below.

1. Those who teach or carry out other professional activities in preschool programs and in elementary and secondary schools.
2. Those who teach or carry out other professional activities in colleges and universities.
3. Professional personnel in state departments of education and other governmental agencies such as the United States Office of Education.
4. Professional personnel in organizations directly related to teaching at any level.
5. Professional personnel in voluntary accrediting agencies involved with accreditation of educational institutions.[1]

Each of the groups mentioned functions in the setting of noncommercial institutions, professional agencies, or governmental agencies. The term "teacher" is used to include all members of the teaching profession and is differentiated from the term "classroom teacher."

The setting in which teachers are employed appears to have had rather profound influence on them. For example, a recent survey[2] reveals that persons employed in elementary and secondary settings tend first to be *loyal to their individual school (or system)*; second, to their level or area of teaching; and only third to the precepts and commitment of the profession. One might be a little uneasy if one felt that such a condition prevailed in medicine.

There is considerable evidence that provincialism is a strong force among teachers: for example—

1. the mutual distrust between people from lower education and higher education,
2. the state and regional loyalties that emerge at any national educational forum,
3. the fact that the teaching profession tends to pattern its organization upon the way in which *education is organized* rather than create a new pattern which is independent and autonomous.

The last point is especially troublesome. Great reliance is placed upon the role of local teacher organizations and their relationships with local boards of education in matters which far transcend the capability of much of the currently established professional machinery. Of course, local professional groups could handle many of their own professional problems if they had clear, well defined, and fixed responsibilities. For example, they could develop and carry on an agreed-upon perennial education program, designed by and for teachers.

There is a multiplicity of professional matters that cannot be satisfactorily handled at a local level: for example, serious cases involving competence and ethics. Here the profession must depend upon peer judgment, but such judgment should be made by those outside the setting of the problem and not personally acquainted with or professionally related to the institution involved. Teachers must have professional protection and responsibilities and commitments which transcend their local systems, but there is still a great need for strong local professional groups. These require machinery for professional governance managed by professionals and sanctioned by law. Such a plan does not deny the important role of local groups but illustrates the importance of a design of operation different from and independent of the way education is organized and controlled.

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[1] Lindsey, Margaret, editor. *New Horizons for the Teaching Profession* Washington, D.C.: National Commission on Teacher Education and Professional Standards of the National Education Association, 1961. p. 24.

[2] Unpublished survey made of selected sample of National Education Association members, 1966.

Today there are few considerations more impor[illegible] to a profession than a standard of living which allows a prac[illegible]r to have job security and to build an adequate retirement. Security once vested in property is now vested in job security and retirement, but so far the teaching profession has not adjusted to this change. In a country where teachers must be mobile, little attention is paid to the need for a universal retirement system which makes crossing state boundaries irrelevant. Few teachers even dream of independence in such matters. The best retirement plan for teachers to date sets up reciprocal relationships among states permitting teachers to transfer or buy into state retirement systems.

The teaching profession should design a true retirement system whereby employer and employee contributions are placed in individual accounts and held there until retirement or death. Some large business corporations do this without letting state boundaries inhibit them. But the teaching profession is so tied to the way education is organized that it behaves as though its own pattern must be consonant with that of the state system. After all, the thinking goes, education is a state function.

Teachers are equally inhibited by the fact that teaching is a "public" profession. Therefore, it follows that the "public" may decide upon professionally technical matters such as certification of teachers and evaluation of teachers. But these decisions should be made by the ones best qualified to make them in the interest of the public welfare. If teaching were already a professional entity, such decisions would be made without question by the professionals.

It is important to keep in mind that what is being advocated here is the idea that a profession should govern itself and assume the responsibility for decisions best made by professionals. Of course, the control of all professions is ultimately vested in the people. But the delegation of rights and responsibilities to a profession has substantial precedent in our society. To delegate such rights either by agreement, law, or precedent does not mean that the people give up these rights. It is, of course, implicit that when the right of professional governance is afforded any given profession, it be upon the premise of built-in guarantees, so that self-serving zeal does not supersede the public welfare. This is why the teaching profession must be a functioning entity rather than a monolithic organization. The very nature of successful teaching derives from the involvement which the process of self-government provides. This is the essence of intrinsic motivation which provides the dynamics of self-fulfillment, improvement, productive change, and intellectual liberation.

D. D. Darland, in
Teachers for the Real World
AACTE, 1969

B.

# What does governance mean?

☐ **Governance . . . self-regulation . . . autonomy for the** teaching profession. By whatever name, the meaning is the same: the fixing of responsibility for professional decisions with the teaching profession.*

As the largest group within the teaching profession, practitioners currently have two concerns: that the profession acquire legal responsibilities which it has not had in the past and that practitioners have parity in those responsibilities.

In the past, almost everybody but the teacher has called the tune in education. Teachers have traditionally taken direction from others—local and state school boards, legislators, parents, powerful community leaders. Because most teachers are paid from public funds, many think of them as public servants, and, as such, subject in all matters to the whims of the taxpayers.

That concept is changing. With the increased public demand that teachers be accountable for the learning of children, the entire teaching profession is taking a new look at what is needed to improve teaching and learning. And some members of the profession (among them leaders of NEA) are concluding that teachers are not able to teach as well as they know how to teach because they unfortunately have little control over their profession.

Practitioners, therefore, are actively seeking more responsibility for professional matters. They maintain it is neither feasible nor fair for them to be held accountable for whether or not Johnny and Jane and Hector and Paula learn to read or to understand math concepts or whatever until teachers also have the responsibility for making decisions about how reading teachers, math teachers, and other teachers should be trained, in what institutions they should study, who should be licensed to teach, and how teachers' skills can be kept up to date.

Evaluation, important in assessing both educational outcomes and practitioner performance, is an area in which teachers have never had parity. Teachers can and will evaluate their own and each other's teaching if such evaluation is for the diagnosing of teaching strengths and weaknesses rather than for the purpose of renewing or not renewing a contract. Of course, such matters as contract renewals have to be considered, but the main purpose of evaluation should be to improve teaching performance. In the past, teachers have rarely been helped by evaluation; they have merely been judged.

If education is to improve, school districts must tap the collective wisdom of local teachers associations. Frequently when school boards and/or administrators enter into a performance contract or a plan for differentiated staffing, they do not really involve teacher groups. Because teachers will be a vital part of the success or failure of such programs and because they know much about the advantages and pitfalls involved, they should be quarterbacking and carrying the ball, not sitting in the stands.

Teachers are insisting that school boards and administrators and the lay public recognize the professional expertise of practitioners. Teachers are beginning to negotiate contracts that include items related to improvement of instruction, such as teacher assignment, curriculum material evaluation, and nonprofessional duties. Teachers are also asking state legislatures to adopt standards and licensure legislation that will give the profession the legal right to govern itself.

The fact that teachers want to govern their profession does not mean that they want to control education. Tax-paying citizens (including teachers) are the ones who should decide on the goals and financing of schools, but professionals should decide on how the goals can best be accomplished.

Over the past 10 years, the National Commission on Teacher Education and Professional Standards (NCTEPS), now a part of the new NEA Division of Instruction and Professional Development, has led the fight for internal governance for the teaching profession. In 1961, the NEA Professional Rights and Responsibilities Commission (PR&R) joined with NCTEPS in endorsing guidelines for professional practices regulations. Later, the two commissions established a joint project to focus NEA's efforts more directly on achieving autonomy for the profession. By 1969, 15 states had practices commissions, though all of them were advisory and many were very weak, some with no funding. Three states had standards boards, and one, Oregon, had a combined Standards and Practices Commission, established in 1965. In July 1970, California was the first state to establish and give legal status to a Commission for Teacher Preparation and Licensing, a majority of whose members are from the teaching profession.

A year and a half ago, governance of the profession by teachers became a major priority for NEA, and state and local associations who saw the need to get teachers involved in making professional decisions through legislation began asking NEA for help. Since not enough money and staff were available to work with all groups that requested assistance, the Association decided to concentrate on pilot states. The pilots were Iowa, Kansas, Massachusetts, Minnesota, New Jersey, New Mexico, Pennsylvania, and Wyoming. This year new ones are being added.

To assist state associations in their drive for standards and licensure legislation, NCTEPS, with the help of PR&R and the office of the NEA General Counsel, developed a model bill. This special feature on governance prepared by the NEA Division of Instruction and Professional Development focuses on the bill, how segments of the profession regard teacher governance, an effort in a pilot state, a dialogue on governance, and a comparison of how present governance of the teaching profession measures up to that in other selected professions. ☐

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1.1
p.10

C.

## LICENSURE AND ACCREDITATION IN SELECTED PROFESSIONS

| PROFESSION | INITIAL LEGAL LICENSURE | ACCREDITATION OF PREPARATION INSTITUTIONS |
|---|---|---|
| Accountancy | By state boards of accountancy, all or majority of whom are practitioners nominated by profession; examination plus experience necessary for licensure in most jurisdictions. | Accreditation by American Association of Collegiate Schools of Business or Regional Accrediting Association or State Board Review. |
| Dentistry | By state boards of dental examiners, all or majority of whom are practitioners appointed by governors—in many states on recommendation of state dental societies. | National by Council on Dental Education, American Dental Association. States require graduation from accredited institutions for licensure. |
| Medicine | By state boards of medical examiners, all or majority of whom are practitioners nominated by profession. | National by Liaison Council on Medical Education, American Medical Association and Association of American Medical Colleges. Required. |
| Law | By state boards of bar examiners, all or majority of whom are practitioners appointed by state supreme court. | National by Council of the Section of Legal Education and Admissions to the Bar, American Bar Association. Required for licensure in most states. |
| Nursing | By state boards of nursing, all or majority of whom are practitioners nominated by profession. | State required by state board of nursing; national available on voluntary basis by National League for Nursing. |
| Osteopathic Medicine | By one of the following, depending on the state:<br>State board of osteopathic examiners<br>State board of medical examiners<br>Composite board of medical and osteopathic examiners. | National by American Osteopathic Association. Required. |
| Teaching | In most states, licensure and accreditation functions for elementary and secondary teachers are controlled by state boards of education whose members are laymen, not practitioners. (College teachers are not licensed.) National accreditation of preparation institutions by the National Council for Accreditation of Teacher Education is voluntary. Members of state boards of education are either appointed by the governor or elected by the general citizenry. | |
| Engineering | By state boards of engineering examiners, all or majority of whom are practitioners nominated by profession; license granted on demonstrated competence, including examination. | National by Engineers' Council for Professional Development. Voluntary. State also voluntary. |
| Architecture | By state boards of architectural examiners, all or majority of whom are practitioners nominated by profession; license granted on examination. | National by National Architectural Accrediting Board, Inc. Voluntary. |

*Today's Education*, December 1971

D.

# PRESSURES FOR SEVEN CARDINAL EDUCATIONAL CHANGES IN THE UNITED STATES

by Richard W. Cortright and Geraldine Pershing
NEA Instruction and Professional Development

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(Excerpt)

## Change 5

Another paramount pressure for educational change in America is for teaching to become a profession. Teachers do not yet have the power to regulate their profession -- who enters and who stays -- in the way that other professionals do.

The purpose of the change to what the NEA calls self-governance is to fix responsibility for decision-making in the teaching profession with the profession itself. Teachers want legal responsibilities with attendant power. Decisions affecting teachers have been made largely by non-professionals, such as lay members of school boards. Since most teachers are paid with public money, they have traditionally been thought of as public servants subject to the whims of taxpayers. This concept is changing. Not that teachers want control of public education -- that control ultimately belongs with the public, which provides the money. But they do want to make professional decisions.

Teachers in America are insisting that their professional expertise be recognized and are increasingly supporting and winning the passage of state laws which place them in parity relationships with other professional educators such as administrators and higher education faculty. Teachers have hardly ever had parity in the evaluation of their professional performance. Historically, teacher evaluation has been used almost exclusively to judge, not to help.

The NEA believes that:

> ...it is a major responsibility of educators to participate in the evaluation of the quality of their services (and) that evaluations should be conducted for the purpose of improvement of performance and quality of instruction offered to pupils....(Resolution C-6).

The NEA also believes that:

> Educational practitioners at all levels should be involved when school programs are evaluated. (Resolution 73-24)

When self-governance is achieved, teaching will have moved toward becoming a profession.

## Change 6

Talk with most teachers in America and you will hear this common theme: Why do I have to go through the dull, irrelevant, and even useless teacher education courses in order to get my teaching license? There is fast-growing disenchantment with haphazard and patronizing approaches to both preservice and in-service professional preparation for teaching and the NEA is responding now to pressures for change in the latter. The following reasons are basic in arguing against current practices in in-service education:

1. In-service education, a legal mandate in some states and a long-established tradition in others, has come to be viewed as a "requirement" which in some cases means that as many as ten days (of teacher time) each year must be filled with "something."
2. Such programs are often planned unilaterally by central administrative staff for an entire school system without teacher participation in planning.
3. In-service programs are frequently presented as uncoordinated one-shot affairs -- discipline last month, drugs this month, and behavioral objectives next -- devoid of the systematic continuity that makes for outside preparation, classroom trial, and collegial discussion.
4. Too many consultants and other outside experts who come to dominate "in-service offerings" are theoreticians -- "paper educators" who are often out of touch with unique local conditions in the real world of a particular school today.
5. When held after school, the "in-service experience" is presented to teachers who are exhausted after a full day in the classroom and who are sometimes unable or unwilling to stay awake.
6. A manifest lack of individualized instruction, therefore, can be said to characterize most in-service programs which, as they are presently conceived, can in no way meet the individual requirements of each teacher for professional growth.

An urgent need exists for in-service education programs that involve teachers at all stages of planning, that have continuity, that are solidly grounded in the realities of the classroom, and that give teachers what they want and need.

Recent action of the NEA Representative Assembly toward improvement of instruction has given new emphasis and direction to the Association's long-standing concern with in-service education:

> The Association urges local affiliates to involve members and those affected in the development and implementation of programs for instructional improvement, curriculum development, and individualized instruction relevant to the needs of the students. (Resolution C-10)

The NEA Task Force on Practitioner Involvement in Teacher Education said in its report adopted by the 1973 Representative Assembly that "initial teacher preparation is only the first phase of becoming a professional teacher," and that "beginning now, in-service teacher education is the most important aspect" of the development process.

The Association has also launched a program of Teacher Centered Professional Development to focus attention on the need and the opportunity for state and local associations to assist members in gaining a larger measure of meaningful influence over their own continuing professional development.

E.

# A PROPOSAL FOR THE DISCUSSION OF GOVERNANCE

Commission on Education for the Profession of Teaching
American Association of Colleges for Teacher Education

It seems clear that accreditation in teacher education is due for massive reorganization and reconstruction or for destruction. For purposes of stimulation, the following is proposed:

1. The assumption be made that teaching is a professional activity despite the program dominance of academic study.

    a) The apparent assumption underlying present accreditation is higher education and academic rather than professional.

    b) Clarification of this assumption will cause other issues to appear in a different perspective.

        -- governance of teacher education, accreditation and certification.
        -- mandatory vs. voluntary accreditation.
        -- minimum standards vs. self-improvement.
        -- allocation of resources for professional aspects of preparation programs.

2. The whole system for preparing teachers, accrediting programs, and certifying teachers be redeveloped in accordance with the logic of the professional assumption.

    a) In this process professional teachers and professional teacher educators should emerge as members of a common profession.

    b) Whether there should be a Professional Practices Act or some other solution may be less significant when viewed in this light.

3. The power and influence of the whole teaching profession should be mustered in the redevelopment effort.

4. There will be painful situations and agonizing decisions. These will impact higher education to a much greater degee than professional organizations. Internal conflict will be inevitable.

5. Presently the interface and conflict is located between higher education institutions and the organized teaching profession groups. In the redevelopment process the interface will shift between the profession -- of which teacher preparation is a part -- and the academic community in whose favor the present system of teacher preparation, teacher education, governance, and accreditation was drawn.

6. Strong efforts be mounted to move quality control in the preparation program from emphasis on "inputs" and "process" to a system which uses a balance of emphasis on "inputs," "process" and "outputs."

7. Rigorous and mandatory criteria be developed with the purpose of eliminating weak programs and of ensuring that all programs whether traditional or innovative, established or aspiring be of the required quality. The capacity to self-improve should be included in such standards.

8. Federal government tendencies towards greater direct involvement in accreditation of institutions should be redirected towards stimulating the Education professions to put their own house in order.

    a) A federal effort on its own behalf will serve mainly to improve equity in grant giving.

    b) An indirect effort will benefit the profession and the society through fundamental and long-term improvement.

9. States should look with favor on professional efforts to accept responsibility for quality control in the profession through teacher preparation and certification.

10. Professional associations should seek to keep as separate as possible their professional-type activities and their unconventional-type activities. Those involving teacher education, accreditation, and certification should be perceived as in the professional realm.

## Some Suggestions for Study

Bulger, Paul. "Education as a Profession." Washington, D. C.: ERIC Clearinghouse on Teacher Education, January 1972. 25 pp. ED 059 148

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Giusti, J. P., and Hogg, H. "Teacher Status: Practitioner or Professional?" *Clearing House* 48: 182-85; November 1973.

Howsam, Robert. "The Governance of Teacher Education." Washington, D. C.: ERIC Clearinghouse on Teacher Education, February 1972. 25 pp. ED 062 270

Hunter, W. A. "Redefining and Realigning Education as a Profession." *Time for Decision in Teacher Education*. Yearbook 1973. Washington, D.C.: American Association of Colleges for Teacher Education, 1973. pp. 23-28.

Lawson, D. "What Is a Professional Teacher?" *Phi Delta Kappan* 52: 589; June 1971.

Lieberman, Myron. "The Influence of Teacher Organizations upon American Education." *Social Forces Influencing American Education*. (Edited by Nelson B. Henry.) Sixtieth Yearbook, Part II, National Society for the Study of Education. Chicago: University of Chicago Press, 1961. pp. 182-202.

_______________. "Self-Governance--Why Not?" *National Journal of Educational Administration* 47: 23; January 1974.

Vander Meer, A. W. "Legislatures, the Courts, and Teacher Education." *School Review* 82: 281-92; February 1974.

Washington State Legislature, Joint Committee on Higher Education. "The Student Role in Governance." Olympia: the Legislature, January 1973. 48 pp. (ED 074 946)

Weil, P. E., and Weil, M. "Professionalism: A Study of Attitudes and Values." *Journal of Teacher Education* 22: 314-18; Fall 1971.

## MODULE 1.2

Topic: Graduate students will demonstrate that they are willing to receive more information concerning the present state of teacher participation in the governance of the teaching profession at the national level.

Performance Objective: At the conclusion of this module, graduate students will report orally (in person or through tape recording ) or in writing to their governance study group concerning their study about the present realities of participatory governance of the teaching profession at the national level.

Rationale: As the student internalizes a value, he/she moves from deepened awareness to an ever-increasing willingness to receive information about the value. This module provides a learning atmosphere in which graduate students are encouraged to increase not only their actual knowledge about the participatory governance of the teaching profession but also their willingness to seek out and to share their knowledge about this issue.

This module should also show the graduate students that in some instances there are increased efforts to improve teacher involvement in the participatory governance of the teaching profession.

Prerequisites: Participants are graduate students attending education courses or graduate students who are attending courses in allied areas, such as political science or law, and who are interested in the governance of the teaching profession. They will have completed Module 1.1 in this cluster.

Preassessment: The graduate students at an earlier simulated meeting of the governance study group have determined that the group needs information concerning participatory governance of the teaching profession at the national level.

The group has set up a committee to complete the research indicated in Module 1.2.

The members of that committee have been determined in whatever way is agreeable to the group, such as volunteering or appointment or election.

In consultation with the professor, the group has agreed upon a date, a time, and a mode for presentation of the reports.

Enabling Activities: Committee members will prepare oral or written reports for the governance study group. To achieve this goal they may:

1. Consult the resource materials beginning on page 3 of Module 1.2:
    - A. Darland, David D. "A Design for a Self-Governing Entity." Teachers for the Real World. Washington, D.C.: American Association of Colleges for Teacher Education, 1969. pp. 141-49.
    - B. Excerpt from Bhaerman, R. "The Role of the AFT in Teacher Education." Quest Paper No. 1. Washington, D.C.: American Federation of Teachers, 1969.
2. Consult the library resources at their disposal in the graduate education institution, especially:
    - A. Bain, Helen. "Self-Governance Must Come First, Then Accountability." (Guest Editorial) Phi Delta Kappan 51: 413; April 1970.
    - B. Haberman, Martin, and Stinnett, T.M. "Legal Requirements for Teaching." Education and the New Profession of Teaching. Berkeley, Calif.: McCutchan Publishing Corp., 1973. pp. 17-27.

Evaluation: The graduate students' presentations in writing or in oral form must be given on the date and at the time determined by the governance study group. The completeness of the data will be relative to the needs determined by the group. But they should be general rather than in-depth reports. If the group needs further information, the members can ask for additional study by the committee members. The group will discuss the findings.

## A.

## A Design for a Self-Governing Entity

Since structure and machinery should accommodate function, we will begin with the essential functions of any profession in our society and attempt to evolve a workable concept of professional entity.

*Function 1. Educating for the profession.* A profession depends to a large degree on a wide range of intellectual abilities to carry on its services. Furthermore, professional education and training must be continuous if competency is to be maintained. Educating teachers should be viewed as a never-ending function of the profession, and designs for accomplishing such a function should be created.

The details involved are not relevant here but the great number of vested interests are. These include the interests of educational personnel from each of the settings in which teachers serve, as discussed above.

Local school personnel, especially classroom teachers, are particularly concerned, since they are often expected to supervise teachers-in-training in addition to carrying a full teaching load. Very little effort has been directed toward organizing programs for the initial preparation of teachers so that mature practitioners working with teachers-in-training, or interns, are assigned such responsibility as a part of their regular teaching load. This function is typically assigned to a teacher *in addition* to his regular teaching responsibilities. This would not be the case if the teaching profession had charge of its own affairs. Currently, there is some interest in providing school systems which assist in teacher preparation with a differential state grant of money for classroom teachers to work with prospective teachers as a part of their regular teaching load. This will be done only if the profession presses the issue; it serves here to illustrate the type of issue in which the organized teaching profession must become more involved.

In the future, some initial preparation of teachers should be done in training cadres of people for a variety of educational positions. The Education Professions Development Act emphasizes the importance of preparing education personnel in teams. This implies the acceptance of the concept of differentiation of staff and of experimentation with the deployment of educational talent, both designed to provide greater opportunity for individual programs of study and learning for children and youth.

Such a concept requires a new emphasis on the interrelationships between professional personnel in teacher education institutions and in the schools. Not only are such relationships necessary for the initial preparation of teachers, but they are necessary to build relevant perennial education programs for teachers. A profession should surely be responsible for policies governing the adequate initial preparation of personnel and those governing further education for its members.

*Function 2. Maintaining machinery for policy formulation and decision making for the educating of teachers.* The people have delegated the primary control of education to state legislatures and state departments of education. Local boards have been delegated certain parallel and specific powers. But the right to educate, certify teachers, and accredit teacher training institutions rests with the state government. It is important to remember here that local school boards are also the creations of the state government.

In the interests of the public welfare and the teaching profession, the following teacher education functions in each state should be delegated to the teaching profession:

1. the licensure of teachers
2. the revocation or suspension of license procedures
3. the review of waiver of any certification requirements
4. the accreditation of teacher education institutions
5. the power to develop suggested programs, studies, and research designed to improve teacher education, including advanced education of teachers.

These functions, with few exceptions, are now vested in the respective state departments of education* which are most often controlled by lay boards. The legal right and power to establish policies, develop procedures, and make decisions regarding the functions mentioned above should be vested in a professional standards board in every state. A few states have moved in this direction, but there is great reluctance to ask that such responsibilities be placed in the hands of professionals.

For purposes of interrelation and coordination, the administrative officer of such boards should be an ex-officio member of the staff of the state department of education, and the staff should be housed in state department offices. There should be clear recognition, however, of the importance of the staff's responsibility to the teaching profession. Rather detailed guidelines for establishing such boards[3] are already in existence.

It should be clear that the major responsibility of any such board would be policy formulation and decision-making power over the administrative machinery that carries out the above functions. Since these boards would be creatures of state legislatures, they would be under constant legislative review. This is a very substantial check on any profession. But the technical dimensions of the functions under consideration require the attention of the professionals who are wholly responsible.

Obviously, teacher education, certification, and accreditation are three separate functions and should be administered as such. Each should continue to have its separate machinery. Teacher education should be vested with higher education institutions in cooperation with the common schools. Institutions should be afforded greater autonomy and should be encouraged to experiment with new programs of teacher education. Teacher certification and the accreditation of preparatory institutions should reflect this flexibility.

An important function of a professional standards board would be to encourage the creation of study and research teams preparing teachers for the various educational levels and academic areas of teaching. This would provide opportunity for meaningful involvement of liberal arts personnel.

As teaching becomes a more mature profession, quite probably there will be only an initial licensure. Advanced standings in level of teaching or specialties will be administered and controlled by the appropriate specialty group. Professional standards boards should have the power to experiment with such procedures. It would be interesting, for example, if every state in the union had a broadly representative study and research team working on the improvement of programs for training mathematics teachers. The same could be said for all parallel academic and specialty groups.

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* The state department of education, as used here, is a collective term including the chief state school officer, his professional staff, and the respective state boards of education (in states having such boards).

[3] National Commission on Teacher Education and Professional Standards of the National Education Association. *Guidelines for Professional Standards Boards.* Washington, D.C.: the Commission, January 1967. 14 pp. (Offset)

Everyone in teaching knows that accreditation of teacher education continues to be a complex problem. Recently the Mayor study[4] reaffirmed the need for the National Council for the Accreditation of Teacher Education (NCATE). Nevertheless, there is much foot-dragging in this matter. If the profession were really in charge of its own affairs in the various states, accreditation could probably become national, as in other professions.

*Function 3. Establishing and maintaining machinery for protection of competent and ethical teachers, establishing tenure, and protecting the public welfare.* Few things are more in the public interest than the protection of the continuity of service of competent and ethical teachers. This requires tenure laws as well as administrative machinery where the profession assumes responsibility for the protection and discipline of its own ranks.

There should be in each state an effective tenure law, administered by a legally established professional practices commission composed of personnel broadly representative of the profession. It is widely held that tenure laws overprotect the incompetent teacher. Many people charge, in tenure cases involving competence, that another person, often an administrator, is placed on trial rather than the accused. This may well be the case because there are few well established procedures for due process involving tenure cases. But the minimums for such due process are well known and well established in other areas of national life, although too often representative professional personnel are only indirectly involved.

Most tenure laws for teachers are obsolete; they need constant revision. But a backlog of useful precedent is developing, and there are some recent innovations which are proving helpful. One is a change in an Oregon law permitting a tenure teacher, who is charged, the right to a professional hearing before a body of his peers before any recommendation is made to the hiring agency. This procedure may be worth following elsewhere.

It is important that every teacher have the right of hearing before his peers. This can be accomplished by a legally established professional practices commission, in each state, with the power to subpoena witnesses and hold hearings as prescribed by law. This procedure can protect as well as discipline or eliminate the incompetent. An effective commission probably requires a frame of reference, such as a code of ethics, as a point of departure in ethics cases. A code which has been ratified by most educational groups whose members are likely to be involved already exists.

A frame of reference is also needed as an orientation in answering questions of competency. Such a framework would necessarily be broadly gauged because competency will vary with individual cases. There is not substantial precedent in this area, but a backlog of rulings will grow as commissions are established and begin to function effectively. Several states have made beginnings in this direction, but most of these do not connect tenure law with the responsibilities of such commissions.

[4] Mayor, John R., and Swartz, Willis G. *Accreditation in Teacher Education, Its Influence on Higher Education.* Washington, D.C.: National Commission on Accrediting, 1965. 311 pp.

*Function 4. Establishing and maintaining the machinery for the profession to negotiate collectively with hiring agencies regarding matters of welfare, conditions of work, and all matters affecting the effectiveness of teachers.* The right to collective bargaining or to professional negotiation is being universally demanded by teachers. The right of organizational jurisdiction for such collective action has become a most bitter battleground.

The great controversy in this matter has prompted some to consider adopting a plan now operating in eight provinces of Canada. In each province, all certified teachers must automatically belong to their respective provincial teachers' federation as well as to the Canadian Federation of Teachers. Provincial federations are authorized and directed to develop collective bargaining procedures and assist local units in bargaining. Provisions are made for impasses, but they seldom occur. It is interesting to note that in several provinces the same law requires the teachers' federation to lobby in the provincial legislature for better education.

With regard to the right to negotiate, few actions taken by teachers anywhere have incurred greater wrath. Teachers are being accused of turning their backs on the children. They are said to be militants without altruistic cause, interested only in their own welfare. But teachers have for years, through low salaries and the loss of adequate retirement, been subsidizing the education of their pupils. The economic plight of teachers is overt and obvious. Because of the close tie-in with the finance of education, property taxes, and local politics, teachers must necessarily be concerned with their own welfare.

However, there are many other aspects of teaching where collective action is needed and is proceeding. These include conditions of work, teacher assignment, perennial education, leave policies, clerical assistance, and the assistance of teacher aides.

*Function 5. Maintaining effective professional organizations.* Teachers' organizations in the United States are in a revolutionary transition. In both major national teacher groups—the NEA and the AFT and their affiliates—there is obvious turmoil. The one-man, one-vote Supreme Court decision will very likely change the nature of state legislative bodies. Urbanization will be more and more in evidence in these bodies. This will affect state educational organizations, their policies, and programs. Moreover, the breakthrough at the federal level, in more open-ended financial support, the civil rights laws, the 18-year-old vote movement, city renewal, the move for decentralization of city schools, and similar forces, will greatly condition the nature and programs of national education associations, learned societies, and other such organizations.

Moreover, as the evidence mounts that many public schools are not only inadequate but in many cases failing, especially in the inner city, teachers' organizations will realize that they must become more and more concerned with changing the system.

Teachers must become much more concerned with education in general, not merely formal and institutional education. The lack of adequate access to instruments of mass communication for educators is a major deterrent to more effective educational effort. Teachers have not felt enough professional security to battle effectively in the political arena. When issues are outside the halls of formal education, educational groups tend to follow a hands-off policy. Teachers' organizations have only recently been willing to be counted among vested interest groups, even though democracy depends and thrives on open and constant struggle among such groups.

Education associations are almost notorious in their defense of the *status quo* in education. Historically, they have spent much more time in this endeavor than in helping teaching to become a major profession. Moreover, teachers seldom distinguish between education per se and the distinctly different matter of governing their profession. Even constructive criticism of schools is likely to be viewed by teachers as an attack upon themselves. The overwhelming percentage of education association budgets is spent on matters directly related to education and very little on putting the profession's house in order. Both are important, but teachers have neglected their own professionalization.

Accordingly, associations should place a higher priority upon creating a well defined and functioning entity for the teaching profession. These associations cannot carry out all the functions necessary for a self-governing profession, but they can create the design and cause such governance to be established.

There are certain minimum functions for which a profession must assume responsibility. These functions must be viewed ecologically and must be defined and fixed accordingly.

Teachers might work for the development and passage of, in each state legislature, a single professional regulations act for teachers which will do the following:

1. Establish a single organization for certified* educational personnel in each state in which membership is mandatory. This organization will be responsible for developing appropriate subunits, and will have the specified legal responsibility to:
   - a. work to improve local, state, and national education,
   - b. work for the welfare of teachers at the local, state, and national levels,
   - c. negotiate with local boards for salaries and all welfare matters,
   - d. negotiate with local boards regarding policies and conditions which influence teaching effectiveness,
   - e. establish a system of grievance procedures,
   - f. establish an equitable local, state, national dues system,
   - g. maintain an appropriate and adequate professional staff, and
   - h. carry on research in the improvement of the professional entity of the teaching profession.
2. Establish a professional standards board, broadly representative of the profession, appointed by the governor. This board should be autonomous and independent of any association, organization, or institution. Its function would be to establish and administer procedures for each of those responsibilities mentioned on page 142 related to licensure and accrediting of teacher education.
3. Establish tenure regulations and an autonomous and independent professional practices commission, broadly representative of the profession and appointed by the chief state school officer. This commission should administer tenure law and protect and discipline members of the profession when necessary.

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* Membership should be open to noncertified personnel who are directly involved in any aspect of teacher education, governmental education work, or on accreditation staffs, or professional associations' staffs. (Includes all who teach at higher education levels.)

4. Establish and authorize a universal retirement system for teachers.
5. Establish Save-Harmless Laws (affording protection to teachers in negligence cases).

There are undoubtedly other practice regulations which would be added as times goes on. Items 1 through 5 above are an attempt to suggest a legal basis for the teaching profession as an entity.

It is suggested that state organizations be assigned responsibility for negotiating with local boards. This assumes the use of local negotiating teams. It is obvious that an appeal system of several levels is a necessity. There is a growing body of literature on this subject since several states have moved toward establishing local negotiating teams. The idea of negotiation assumes mutual trust, and decision making should be kept at the level of those directly involved. However, if an impasse occurs, there should be machinery provided to cope with it. But such machinery should encourage diligent negotiation at the initial level.

To date, no state has established the legal requirements of one single organization as indicated in item 1, but the idea is being discussed and, though very controversial, it is not without precedent.

It has been stated here that a professional entity is more than an organization. There should be no monolithic control over a profession. Accordingly, items 2 and 3 recommend *two separate, autonomous, independent bodies*, one appointed by the governor to deal with licensure and accreditation of teacher education, and the other appointed by the chief state school officer to deal with tenure, competence, and ethics. These would provide the necessary system of checks and balances.

Obviously, any professional regulations act will have to be carefully written so that various boards and commissions do not have conflicting legal jurisdictions. The number of such state bodies should be held to a minimum. This also argues for a single act covering all the practice regulations for teachers, including the financing and administration of such activities.

But if teaching has a legal undergirding this does not mean that there exists a professional entity. There is a multiplicity of functions which are voluntary, extralegal, and assigned by tradition: for example, the initial preparation of teachers, research activities, lobbying for better education, and curriculum improvement. In short, there are roles and responsibilities being accepted by several types of institutions, agencies, and organizations in the interests of the teaching profession. There is a need for all of these, but their roles and responsibilities must be rethought. The roles and responsibilities of teacher organizations are in great transition. No one doubts that all levels of organization are essential, but clarification of roles, interrelationships, and responsibilities is direly needed. If states were to systematize the legal undergirding of the teaching profession this would give new emphasis to organizational élan.

If something like the above were established in each state,* then the work at the national association level would assume new dimensions and would be more assertive in other areas. A profession has universal dimensions. Accordingly, some national accreditation of teacher education must become universal, but states must be involved. If each state did have a professional standards board, such a board might endorse accreditation of teacher preparation institutions by NCATE. NCATE is already approved by the majority of state departments of education in the United States. It should be remembered that NCATE is governed by an independent and broadly representative professional group. Accordingly, under such adjusted auspices for accreditation of teacher education in states, the national association's work would take on renewed importance in encouraging more productive procedures, studies, and experimentation.

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*Several states have some of the above already established, but no state requires a single organization and mandatory membership. Some confusion exists as to interrelationships of existing bodies.

A national association should meet the exigencies of unexpected problems related to the profession. This requires much greater agility than has been the case. Such an association would continuously run seminars directed to anticipate problems. In addition, financial reserves should be held to facilitate the convening of *ad hoc* professional specialists to meet exigencies. No professional staff can accommodate all such needs. But, when problems arise which are outside its competence, the staff should know the best and wisest persons to consult. Such organizational agility will require some serious rethinking on the part of most members of the teaching profession.

At the moment there is considerable emphasis upon a variety of forms of decentralization of inner-city schools. The implication of this for teachers is considerable. To cope with related professional problems will require strong local, state, and national approaches. Each level will have a role to play. But teachers need not fear such educational reforms if they are organized to protect the precepts of the profession.

It is the individual practitioner who needs desperately to be heard on the variety of professional matters which affect him. He cannot hope to be heard without established channels and procedures. A major function of organization should be to bring into being a professional entity. This process has begun, but it is being done piecemeal and often without a view of the whole. Teaching will never be as effective as it should be until it governs itself.

D. D. Darland, in
Teachers for the Real World
AACTE, 1969

B.

## II. THE ROLE OF THE AFT IN TEACHER EDUCATION

Now that a brief overview of the issues and trends has been presented, you probably will say as I have: So what? That is a good question. So most teacher educators are "aware." Fine. But how do we, the AFT, fit into the scheme of things on these issues? After all, we are not colleges and universities and, therefore, we cannot assume their function as teacher trainers.

I believe that is exactly where we should begin our QuEST probings: by exploring how we relate to these interrelated areas--teacher education (including inservice education) and teacher certification. The approaches to training and certification recently have undergone revision in New York State, for example. The new certification regulations consolidate and simplify requirements by eliminating the need for many specific college courses. Under the new program, aspiring teachers will be required to complete the same over-all amount of college study, but in a more generalized program. As reported in the January, 1969, issue of *School and Society*, Dr. Alvin Lierheimer, assistant commissioner of education in New York State, explained that certification for too long has been based on input -- courses taken. The new regulations are a step toward certification based on output -- classroom performance. Obviously, we here have more than a passing interest in this.

As I conclude in the QuEST certification paper, I believe we must begin to probe three basic certification issues, namely, (1) the fundamental issue of the relationship between *local* collective bargaining and certification standards, (2) specific policy matters, such as certification renewal, emergency certificates, and certification by examination, and (3) two general philosophic issues--the functions which certification should serve *and* our role as the teachers' union and how we can fulfill it.

Similarly, as I conclude in the QuEST inservice paper, I believe that the concept, the Continuous Progress Alternative, should be used as a springboard to elicit the reactions of teachers: "What I have presented is the basic outline of a plan. These are 'the bones.' Now I feel it is up to local bargaining teams to put 'meat' on them...let us fashion a synthesis, a comprehensive program of meaningful inservice education within the framework of certification justice for all teachers."

From the problems presented in these three related QuEST papers, I believe we can begin to fashion a meaningful role which the AFT could take in order to make a significant breakthrough in teacher education.

*Three AFT approaches.* Three coordinated approaches for fulfilling our role are open to us. These traditionally have been the methods we have utilized, particularly within the past 10 years.

*Action Programs,* to improve the quality of instruction and of schools (such as More Effective Schools). For example, as we probe the issues of teacher education, one of the most significant possibilities before us is to explore and develop an AFT internship-action program.

*Collective bargaining,* our *raison d'etre.* Collective bargaining provides a way for teachers and other nonsupervisory employees to negotiate as equals with their employers. It goes without saying that this process can provide a way for teachers to improve their own professional education. We already have begun to do so in AFT cities throughout the country. Perhaps we should also consider how collective bargaining at the college level can influence teacher training programs.

*Legislation,* through the offices of the AFT department of legislation and the various state federations.

MODULE 1.3

Topic: Graduate students will demonstrate their increased willingness to receive more information concerning the present state of teacher participation in the governance of the teaching profession at the state level in the fifty states.

Performance Objective: At the conclusion of this module, graduate students will report orally (in person or through tape recording) or in writing to their governance study group concerning their study of the present realities of the participatory governance of the teaching profession at the state level among the fifty states. This research should be general rather than in-depth.

Rationale: As the student internalizes a value, he/she moves from deepened awareness to an ever-increasing willingness to receive information about the value. This module provides a learning atmosphere in which the graduate students are encouraged to increase not only their actual knowledge about the participatory governance of the teaching profession but also their willingness to seek out and to share their knowledge about this issue.

This module should also show the graduate students that in some instances there are efforts to increase teacher participation in the governance of the profession at the state level.

Prerequisites: Participants are graduate students attending education courses or graduate students attending courses in allied areas, such as political science or law, who are interested in the governance of the teaching profession. They will have completed Module 1.1 in this cluster.

Preassessment: The graduate students at a simulated meeting of the governance study group have determined that the group needs information concerning the participatory governance of the teaching profession at the state level among the fifty states.

A committee has been set up to complete the necessary research.

Committee membership has been determined in whatever way is agreeable to the group, such as volunteering, appointment, or election.

The group, in consultation with the professor, has determined the date and the time for the committee reports.

In view of the time allotment, the group has determined whether the reports will be in oral or in written form. If the reports are to be oral, they may be given in person or presented as tape recordings.

Enabling Activities: Committee members will prepare their oral or written reports by:

1. Consulting the resource material beginning on page 3 of Module 1.3:
    - A. Dittes, R. "Establishing a Standards Board." Today's Education 60: 63; December 1971.
    - B. Self-Governance for the Teaching Profession: A Discussion Guide. St. Paul: Minnesota Education Association, 1970.
2. Consulting further resources at their disposal:
    - A. Teacher Standards and Practices Commissions: A Directory. Second edition. Washington, D. C.: National Education Association, 1974.

Evaluation: The graduate students' presentations of their research, in writing or in oral form, must be given on the date and at the time determined by the governance study group. The "completeness" of the data will be relative to the needs of the group; however, the research should be general rather than in-depth in nature. The members of the group can assign additional research to the committee to meet the needs of the group.

# Establishing a standards board

**RUTH DITTES,** *1970-73 chairman, Minnesota Commission on Teacher Education and Professional Standards; business education teacher, Richfield (Minnesota) Senior High School.*

□ **In retrospect, this past year was a busy and profitable** one for the Minnesota Education Association as a pilot state in the NEA governance project. Although we did not realize our goal of establishing a legally constituted professional standards board, we did achieve the following:

1. MEA members are now cognizant of the need for, and highly supportive of, professional standards legislation.
2. State legislators and the public are aware that teachers are interested in greater accountability as well as in economic matters.
3. The NEA image was enhanced through our professional standards thrust.

A part-time staff assistant who coordinated the activities of the TEPS and Legislative commissions with those of our state president and our chief lobbyist was key to the success of our professional standards effort. Equally important was our pilot agreement with NEA which provided for mutual planning, cooperative development of materials, and the money necessary to campaign for a bill.

Without a doubt, securing a professional standards board is a long-range goal. Much groundwork must be laid to convince teachers, legislators, and the public that teachers are willing and capable of assuming responsibility for professionalism and accountability.

In Minnesota, our professional standards thrust began in February 1970 with the adoption of a position paper stating the intent of the MEA to seek legal establishment of an autonomous board to determine standards for certification of teachers, for accreditation of teacher preparation institutions, and for inservice and continuing education for teachers. Since Minnesota already has a legally constituted Professional Practices Commission, the new legislation dealt only with standards.

The following August, MEA trained 60 teacher-leaders to serve as a professional standards cadre. Their job was to contact teachers and legislators to discuss the importance of a professional standards board.

In November, local association presidents and chairmen of the TEPS, Legislative, and PR&R committees met in a statewide conference to prepare for the legislative push. NEA-TEPS provided a discussion guide, transparencies, and a filmstrip-tape on governance that presidents could take back to their locals.

After the statewide conference, participants held similar meetings in their locals prior to the opening of the state legislature in January. In the meantime, we found influential legislators to sponsor the bill and we identified a second cadre of association leaders to make personal contacts, at frequent intervals, with our legislators. Our state Legislative Commission and chief lobbyist set a high priority on this legislation.

When the legislative session began, MEA seemed to be in a powerful position with its members and with legislators on the question of the bill. Legislators were actually asking when the bill would be available. "Lobbyline," a telephone communication network, and *Window on Legislation,* a legislative newsletter, kept MEA members informed on the bill's progress.

With all of this going for us, we naturally assumed the bill would become law. Not so. When the education committees in the legislature discussed the bill, our opposition came out of the walls. Yes, state department staff, state board of education members, administrators of teacher education institutions, and school board association members suddenly felt this legislation was a real threat, since broadening the base of professional control to include elementary and secondary teachers would diminish the power of the groups presently in control.

Some school administrators and other educational specialists could not see their way clear to support the MEA's bill because they feared that elementary and secondary teachers would determine certification for them. MEA's coalition efforts with the opposition were weak and late.

MEA encountered another difficulty. The Minnesota Federation of Teachers submitted a weaker bill than the MEA's—one which sought only advisory power. Legislators believe the standards bill could have passed both the House and Senate committees by one or two votes had it not been for the Federation bill.

Even though the MEA bill did not come out of committee, the powerful legislator-authors were successful in steering it into interim study. Now, a committee of legislators will consider the whole professional standards issue, along with other education problems, in order to make recommendations to the next legislature. We consider this an advantage, since any recommendation by the interim committee is likely to have greater acceptance in the legislature than one coming from an association or organization.

In the next two years, MEA must prepare pungent testimony, with facts and figures, attesting to the need for a professional standards board. We must form an alliance with the groups which opposed our bill. Continued support from NEA is imperative.

Though the task of securing standards legislation is not easy, I contend that the time is now. □

Today's Education, December 1971

B.

SELF-GOVERNANCE FOR THE TEACHING PROFESSION
Minnesota Education Association

1st QUESTION
(Transparencies 1, 2, 3)

# What Does "Self-Governance" Mean?

How is the concept of "delegation" related to self-governance?

How should competency be determined?

How can competency be maintained and incompetency eliminated?

Self-governance means the teaching profession would have the right to establish and administer its own internal standards relating to:

- the initial licensing and advanced credentialing of all educational personnel.
- accreditation of institutions and programs of teacher education, including undergraduate, graduate, and in-service programs.
- the creation and adoption of a code of ethics and rules of procedure in accordance with established concepts of due process.
- protecting and guaranteeing the competent performance of members of the profession, again through established procedures.
- establishing the means of determining adequate conditions of learning and teaching.

## COMMENTARY

During the past few years, members of the teaching profession have been assuming more responsibility for their own work and seeking what is called professional self-governance. One way they have done this is through professional negotiation, which legalizes the right of teachers to take part in making decisions about their salaries and working conditions -- and also about the practice of teaching. Recently educators have also begun to press for passage of state teaching profession acts. These acts usually provide for delegation of some of the state's responsibilities for education to bodies of practicing educators -- a professional standards board and a professional practices commission. (Also see commentary under question 3.)

2nd QUESTION

(Transparency 4)

# Why Should the Profession Govern Itself?

What is meant by accountability?

What is the relationship between governance and accountability?

How can teachers really become accountable?

*A New Reason.* The public is demanding that teachers be accountable for what children learn. Such questionable measures as merit pay and voucher systems are being introduced, but teachers cannot in justice be held accountable until they are assured the kind of education that will enable them to teach effectively (and suitable working conditions, which they seek through another form of self-governance -- negotiation). Therefore, the profession must be able to govern who enters and remains in teaching.

*An Old Reason.* At present, standards for teachers are set mainly by the state. Citizens, through the state board of education, set policies to be carried out by the state department of education. But because the size and structure of the education agency make it cumbersome, the state should delegate responsibility for setting policy on teacher standards to the experts -- professional practitioners. The state is not thus betraying its charge, because to delegate a responsibility is to carry it out, not relinquish it.

## COMMENTARY

Sometimes an actual situation shows why the profession must govern itself. For example, teachers may object to a professional growth program that gives salary credit for advanced degrees only or that excludes study abroad or travel, workshops, and the like. Perhaps the highest salary rank in a district is based on the Ph.D., even though the teachers consider the Ph.D. irrelevant to competence. Or a student teacher may feel "caught in the crossfire" between his cooperating teacher and campus adviser; student teaching may seem like "making educational mudpies." (For other situations, refer to *Negotiating for Professionalization*, published by the NEA National Commission on Teacher Education and Professional Standards. Also, you may want to take a few minutes to get examples from the group.)

3rd QUESTION

(Transparency 5)

# Who Is the "Profession"?

Should the association be considered the "profession"?

Are college professors part of the "profession"?

Are federation members part of the "profession"?

| | |
|---|---|
| 2,000,000 | teachers in public elementary and secondary schools |
| 240,000 | teachers in private elementary and secondary schools |
| 250,000 | administrators, supervisors, consultants, researchers, and other specialists in elementary and secondary schools |
| 785,000 | professional personnel in higher education institutions |
| 100,000 | staff members in professional organizations, in government offices of education, and in private agencies with educational programs. |
| 3,375,000 | The Teaching Profession, 1970. |

## COMMENTARY

"Governing the profession" does not mean governing education. Governing education is a public responsibility -- to set goals for the schools, to provide the material and social support necessary to reach those goals, and to appoint the educators to guide the schools toward the goals.

4th QUESTION

(Transparency 6)

## What Is Needed in Minnesota?

Does the legislation concerning the practices commission need improving?

What new legislation should be sought?

In Minnesota, we already have a professional practices commission, although it is only advisory to the state board of education and deals exclusively with ethics cases.

The commission's authority needs to be broadened and strengthened, but what we are concerned with at present is the standards board side of professional governance.

COMMENTARY

There is too little communication between institutions preparing teachers and educators in the schools who are trying to use what they have been taught. A standards board will be able to set standards to ensure that in-service education, advanced degrees, and student teaching, among other things, will contribute to a teacher's ability to do his work well.

Teachers can improve their own standards, given the opportunity. On a standards board, teachers and other practicing educators can work together, with the authority to make changes. For example, those who live with the problems of education are best able to judge a candidate's qualifications. Thus, certification requirements can be more flexible.

5th QUESTION

(No Transparency)

# How Is a Standards Board Different from a Practices Commission?

Is it necessary to have both a standards board and a practices commission?

The work of a practices commission is mainly judicial, but the only judicial function of a standards board is to decide whether an institution should be accredited or an individual certificated.

A standards board seeks to develop and maintain competence in teachers. A practices commission assesses competence in individual cases where it is questioned.

## COMMENTARY

The standards board decides what kinds of knowledge and what abilities qualify a person to begin to teach and to continue in teaching. It therefore must decide what makes a program of preservice or continuing education effective. The board then applies these standards by awarding or withholding certification of individuals and accreditation of teacher education programs.

The practices commission protects the educator by adjudicating cases of alleged incompetence or unethical conduct in situations requiring an objective party to weigh facts, apply standards, or prescribe action. In these cases, the education association often actively supports its member.

6th QUESTION

(Transparencies 7, 8, 9)

# What Would a Standards Board Do?

How does this differ from what is done now?

A standards board would:

- establish and carry out procedures for deciding whether a teacher education program -- including a district-sponsored in-service program -- is good enough to be accredited.
- establish the requirements for certification and direct the issuance of certificates to teachers.
- develop and revise standards for professional practices that affect preparation for and continuance in professional service.
- encourage and stimulate research activities to discover more about teacher preparation and teacher competence so that this knowledge will be available to those who need it.

## COMMENTARY

A professional standards board will ease many problems and give the teacher better support in doing his job. This means, too, that students will get a better education.

7th QUESTION

(No Transparency)

# How Should Standards Board Members Be Selected?

How can points of view from all segments of the profession be assured?

Should students preparing to teach be represented?

Should the public be represented?

Standards board members might be elected by their own constituencies -- the classroom teacher members by classroom teachers, for example. Or they might be nominated by professional organizations or learned societies and be selected from the slate by the commissioner of education or the governor. Or nominees might be screened by representatives of professional organizations and selected by a state official. Many combinations of authority are possible. However, it is imperative that every board member represent a constituency -- be accountable to a segment of the profession.

Some good standards for selection of board members are (a) the nominee's professional experience, (b) his knowledge of teacher education, accreditation, and certification; and (c) his ability to communicate with the profession and with concerned groups outside the profession.

## COMMENTARY

Members of a professional standards board should be balanced among the different segments of the profession according to a formula that all segments agree on and that is written into the law. At least a majority of the members should be elementary and secondary school teachers. Other groups represented might be public school administrators and supervisors and public and private higher education faculty members. The board might have consultative as well as voting members. One or two laymen might be included. Having an education student member would help the board see how its work affects preservice preparation. Possibly a representative of the state department of education would hold an ex-officio appointment.

1.3
p.12

8th QUESTION

(No Transparency)

# Who Pays for the Standards Board?

Should a specific fee be attached to a certificate?

Should the association support the standards board?

Should the state contribute additional money?

A standards board might be supported by certification fees earmarked for that purpose or out of general public funds allocated to it by the legislature.

The board should be empowered to receive and use grants to conduct special studies related to its purposes. It should also be empowered to obtain from the state department of education necessary legal services; professional, secretarial, and administrative assistance; and facilities.

## COMMENTARY

Board members should not be paid for their services but should be reimbursed for any necessary and actual expenses connected with their work on the board.

1.3
p.13

9th QUESTION

(No Transparency)

# To Whom Should a Standards Board Be Accountable?

By what means will the board report to the profession?

By what means will it report to the public?

The standards board will be accountable to the various segments of the profession, since they would control the nomination or election of board members. Too, the board might well be required by law to report to the profession through whatever media are most effective. Education associations are likely to take a keen interest in the board's activities and can act to protect the interests of their members.

The standards board will also be accountable to the public, since the state legislature will always have the power to amend the legislation that created the board. Through their representatives, the public can require the board to serve the public interest.

## COMMENTARY

A board that is not prepared to be accountable to the profession and to the public will probably not continue for long.

1.3
p.14

10th QUESTION

(No Transparency)

# How Will a Standards Board Help Teachers?

Can it improve preservice education?

Can it improve continuing education?

Will it enable teachers to be more accountable?

Will it improve the profession?

Through the standards board, teachers will be able to help make some decisions about such matters as continuing education programs and working with prospective or beginning teachers. Whether continuing education programs are part of the professional load, however, and whether the conditions under which cooperating teachers work are good will probably be determined through professional negotiation.

Some teachers will have a chance to serve on the standards board or on the accreditation or study teams it appoints.

By ensuring that teachers are highly qualified through both preservice and continuing education, standards boards will place local associations in a better position at negotiating time. When the profession is accountable for the competence of its members (remember, this is only part of accountability for quality education), it can demand better salaries, working conditions, facilities, and so on, for those members.

## COMMENTARY

The standards board, because it provides broad representation, will protect a state association from the suspicion that it is trying to run education in the state.

Because it represents a large number of the state's teachers, however, the association will be able to influence board appointments to such groups as accreditation teams and study teams.

The association will also be able to cooperate with the board to avoid duplication of effort in research, public relations, and other areas.

1.3
p.15

11th QUESTION

(Transparency 10)

# How Will a Standards Board Benefit the Public?

What answer can we give to the school board member, legislator, or parent who asks, "What will it do for my child?"

The school board will have the assurance that every new teacher it employs has met standards of preparation set by experienced professional practitioners.

The school board will be able to work with the local education association to establish standards for certification at the career-teacher level.

Institutions of higher learning will have better means of finding out what is happening in the schools and what effects their programs are having. This will give them the opportunity to make sure their preservice and inservice courses continue to provide teachers what they need to know in order to teach well. And that means improved learning for children.

## COMMENTARY

Responsibility for certification at the career-teacher level might well rest with the local school district and education association, with the requirements being subject to approval by the standards board. The requirements would probably be based on performance criteria specially developed and applied to the district so as to be relevant to conditions there. People who work together should not evaluate one another on the basis of personality alone, but they can cooperate in establishing performance criteria. The district and the association would negotiate the procedures for working together on this task.

1.3
p.16

12th QUESTION

(Transparency 11)

## How Is the Public Welfare Protected?

What will keep one segment of the teaching profession from controlling the board?

How can the public be sure it will not lose control over the schools?

Because education is conducted in the public interest, the public will retain responsibility for the work of the standards board through the legislature, which can review the board's work and amend, extend, or repeal the teaching profession act as it sees fit.

In addition, a check on the power of the standards board would be an effective professional practices commission. In applying standards of competence and ethical behavior, a commission would constantly test the standards the board uses to determine suitable preparation. The Minnesota commission conducts hearings and submits recommendations to the state board of education only in ethics cases; the state board makes the final decisions. If the commission were given final jurisdiction and heard cases brought by teachers as well as by school boards, superintendents, or the commissioner of education, the profession would have achieved accountability in another area and could provide a check on its own agencies.

### COMMENTARY

The segments of the teaching profession involved will balance each other's influence on the board and ensure that the bodies appointed by the board, such as accrediting teams, represent the profession as a whole.

A standards board, while giving ample representation to members of the education association, will protect the association against charges that it seeks to control education or to dominate the profession.

The interest of institutions of higher education and of school districts will be served because the certification process will involve their judgment on candidates' academic qualifications and practical abilities.

## MODULE 1.4

Topic: Graduate students will demonstrate that they are willing to receive more information concerning the present state of teacher participation in the governance of the teaching profession at the local district level among the fifty states.

Performance Objective: At the conclusion of this module, graduate students will report orally (in person or through tape recording) or in writing to their governance study group concerning their research into the present realities of the participatory governance of the teaching profession at the local district level among the fifty states. This research should be general rather than in-depth.

Rationale: As the student internalizes a value, he/she moves from a deepened awareness to an ever-increasing willingness to receive information about the value. This module provides a learning atmosphere in which the graduate students are encouraged to increase not only their actual knowledge about the governance of the teaching profession but also their willingness to seek out and to share their knowledge about the issue.

This module should also show the graduate students that in some few places there are burgeoning efforts to increase teacher participation in the governance of the teaching profession.

Prerequisites: Participants are graduate students attending in-service education courses or graduate students attending courses in allied areas, such as political science or law, who are interested in the governance of the teaching profession. They will have completed Module 1.1 of this cluster.

Preassessment: The graduate students at a simulated meeting of the governance study group have determined that the group needs information concerning the governance of the teaching profession at the local district level among the fifty states.

A committee has been set up to complete the necessary research.

Committee membership has been determined in whatever way is agreeable to the group, such as appointment, volunteering, or election.

The group, in consultation with the professor, has determined the date and the time for the committee reports.

In view of the time allotment, the group has determined whether the reports will be in oral or in written form. If the reports are to be oral, they may be given in person or presented as tape recordings. The group may also decide to place their written presentations or audio cassettes in a resource center to which all members of the study group will have access.

Enabling Activities: Committee members will prepare their oral or written reports by:

1. Consulting the resource materials beginning on page 3 of Module 1.4:
    - A. "What to Tell Parents About Self-Governance." Today's Education 62: 26; May 1973.
    - B. "What Do Students Really Want?" Today's Education 60: 57-58; April 1971.
    - C. Excerpt from Hobart, Thomas Y. Jr. "The Governance of Teacher Education by Consortium." Albany: New York State United Teachers, n.d.
2. Consulting the library resources at their disposal at the graduate education institution.

Evaluation: The graduate students' presentations of their study, in writing or in oral form, must be given at the time and on the date determined by the governance study group. The "completeness" of the data will be relative to the needs of the group; however, the assignment is of a general rather than an in-depth nature. The members of the group can assign additional study to the committee to meet the needs of the group.

## What to tell parents about

# Professional Self-Governance

□ **Responsible parents—like responsible members of** *the united teaching profession—want the best possible education for all students. A major way in which the united teaching profession is working to bring about the "best" education is by providing support for the passage of laws that will establish state standards and practices commissions. Most parents—and other laymen—know little or nothing about the need for such commissions. You can help to generate support for state commissions by speaking to parents in your parent-teacher conferences—and with friends outside the united teaching profession. Write to Information on Professional Excellence, NEA Center, for materials on self-governance of the teaching profession, including a model teacher standards and practices act.*

**The public wants the best . . .**

At birth we are attended by a *professional* doctor.

Later we attend schools designed by *professional* architects.

We drive on highways planned by *professional* engineers.

We are advised on tax problems by *professional* accountants.

**BUT**

We went to schools where teachers were not full *professionals.*

Our children and grandchildren now go to schools where teachers are still not full *professionals.*

**What does it mean to be a fully professional teacher?**

It means that until the teaching profession regulates itself and judges the competence of its own members, its members are not fully professional.

Doctors, architects, engineers, and accountants, for example, are responsible for their own profession. They are full professionals because their competence is regulated and judged by their professional peers.

**Are teachers, therefore, inadequate?**

No. Most are competent. Some do extremely well. But they carry out professional responsibilities under the burden of not being considered true professionals who have major responsibility for determining professional concerns. Consequently, they cannot be held fully accountable to the public until they are recognized *by law* as professionals.

**How can teachers become true professionals?**

The best way is to place teaching, just like law, architecture, engineering, or accounting, under state law. Specifically, this means that each state legislature should pass a law delegating to the teaching profession responsibility for determining standards and practices through the creation of a Professional Standards and Practices Commission.

**What would such commissions do that is not being done now?**

In nearly every state, the responsibility for the governance of the teaching profession lies with people who are *not* teachers. Decisions about teaching should be made, however, at the point of impact: the teacher. The profession is not yet governing itself; practitioners are not yet making determinations about the accreditation of teacher education programs. A state Professional Standards and Practices Commission would allow teachers to decide (a) who becomes a teacher and (b) who remains a teacher.

**Does this mean that teachers will control education?**

Definitely not. By state law, the public controls education and sets school policy. The proposed laws do mean that teachers will become truly responsible and accountable, and therefore professional. *Taxpayers will get more for their money* because only well-prepared competent individuals will be prepared for and then allowed to practice in the teaching profession.

### WHAT EVERY CITIZEN CAN DO

The citizen who wants better schools and better teaching in his community so that his dollars are spent with the best effect should support a state professional standards and practices act. Here are three specific actions he may wish to take:

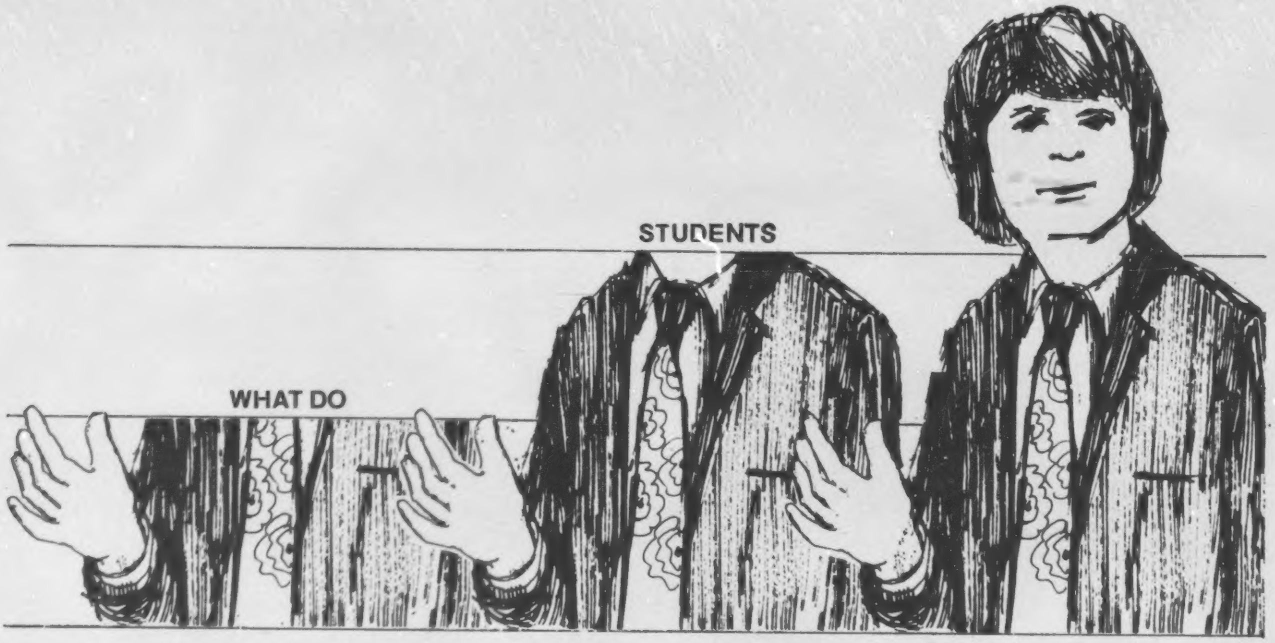
1. Phone or write his state education association or the NEA for information on the status of a state standards and practices act in his state. Teachers can supply the addresses of these organizations.
2. Decide whether he favors a state act. If so, he should contact his state legislators *now* and ask them to support a bill in the state legislature.
3. Invite a teacher to speak on the merits of the bill at meetings of local organizations to which he belongs, such as businessmen's clubs, civic associations, labor unions, PTA's, or political organizations. Lead a discussion on the merits of the act following the presentation.

The accompanying chart gives information by state about current teacher standards and practices boards.

*—Adapted from a current publication of the Pennsylvania State Education Association and the National Education Association.*

B.

# WHAT DO STUDENTS REALLY WANT?



**ARLENE RICHARDS,** *adjunct assistant professor of psychology and education, New York University.*

□ **High schools across the country have suffered** from tensions and unrest. What is wrong? Why aren't students able to accept the schools as they are? How could the governance of the school foster civic responsibility? What could be done to make the schools better able to prepare involved, energetic citizens of our American democracy? Can democracy withstand the disruptions that students seem to be involved with both in and out of school? Can the school system survive through the seventies?

From 1968 to 1970, the Center for Research and Education in American Liberties at Columbia University conducted a study of the objectives for civic education in the 1970's to attempt to answer these questions. Professor John DeCecco and I directed the study, and it has been written up as a research monograph.

Most of the schools and students in the study were from the New York area, but a study of nationwide newspaper reports of high school unrest has indicated that the same issues and problems are coming up everywhere in the United States.

Our study had an interview format. Since administrators and teachers already (hopefully!) have the power to express their ideas about school governance, we tried to get the thinking of students.

We collected almost 7,000 interviews written by urban and suburban high school students. All of them were asked the same basic question:

> Sometimes a group has trouble being as democratic as its members would like it to be. Sometimes a person is not sure what is the democratic thing to do. Other times it seems as if no one can change the way things are enough to make a democracy work in a place like a school or a town. When someone wants to do new things or do things in a new way, it can start a fuss. Please write about one time when something like this happened to you or you saw something like this happen in your group or your school.

Follow-up questions were asked to make sure students included as much information as they could on how the problem they discussed was resolved, how else it could have been resolved, and who participated in its resolution.

**The major finding of the study was that students** are demanding participation in decision making in their schools. They are asking to be allowed to do what citizens do in a democratic government: They want to help set up the rules they live by.

In my opinion, such rules could be set up by negotiation between the students and the school. An open forum where all students (and not just the "nice kids") could regularly present ideas for changes in rules would be useful. Many of those who don't speak up are bitter. They are unwilling to participate in decision making because they don't believe adults are genuinely interested in their participation.

An outside mediator or change agent, an adult who is impartial, could help establish trust. Sometimes it might even be necessary to use an outsider to arbitrate. When a dispute gets bitter enough, the only way to resolve it may be for both sides to agree on a person they can trust to hear them fairly and make the decision for them. For schools already so troubled that students and adults cannot maintain a dialogue, the outside arbitrator may be the best solution.

Sometimes many students must abide by the same rule. In that case, face-to-face negotiations may not be feasible and the referendum and formal elections are most appropriate. Open debate, campaigning, trading off, and discussion of alternatives and their possible consequences can all be important ways of learning by doing. Those who care can influence others by defending their points of view.

Many students in our sample said issues of importance to them involved equality of opportunity or treatment, due process in the enforcement of rules, and tolerance of dissent. By allowing students to participate in the enforcement of rules through a student-faculty-administration court with real power, the school can at least attempt to give equal justice to all students accused of breaking the school rules. By encouraging students to state their grievances openly, their right to dissent can be protected. Dissent need not imply that students will take over. Lawlessness need not be feared if students are involved in both making and enforcing laws.

**The study concluded that high schools produced** three kinds of attitudes in students: (a) the bored, apathetic, indifferent attitude; (b) the critical, angry, and protesting attitude; and (c) the active, reasonably satisfied, caring attitude.

Each attitude is typical of a different kind of school experience. During a protest, a student in a suburban high school expressed the bored, apathetic attitude.

> I think this whole thing is stupid. The kids that are sitting in the main lobby now are very ridiculous. They are not going to get what they want if they sit there all day. . . .
>
> I don't think the police have a right to tell us to get inside the building or we will be arrested. We really have no freedom now and never will again. The only reason I'm not in the lobby now is I think it's worthless. . . .

The student is telling us that he doesn't want to try to gain what he sees as his rights. He wants only to withdraw, to buy peace at the price of giving up his rights, since he feels he can't get his rights anyway.

A student who actively complained about the governance of his school, displayed the second attitude:

> A few months ago I was suspended from classes because of my dress. S--! I really can't see how dress has any connection with education. Blue jeans, bare-footed, and tee shirts will not wreck my study habits. It's such a hassel to come well-groomed to school. Also my hair was quite long and I was forced to get a trim. Wow like who the hell do they think they are. Your dress and the length of your hair have no connection with the individual's education.

The third attitude, a positive concern for democratic values and procedures, was expressed by one student this way:

> The G.O. president nominating (process) is not democratic. In this school, we the students don't nominate a G.O. president. An appointed nominating committee selects our candidates. I think that is unfair. I feel that the student body should be able to nominate persons for the position instead of having someone do it for us! ! !

This student doesn't agree with the way her school is governed but she does have a positive regard for democracy and a very concrete idea for changing the political process in school in order to make it more democratic.

The transfer of such attitudes to the political arena outside the school can lead to truly responsible democratic behavior. The following comment from a high school student who circulated a petition in the community illustrates this point:

> I was really expecting everybody to sign up but a lot of people didn't. They asked us how old we were. Then they said it was just what they expected, a bunch of 15-year-old kids trying to tell them what to do. They wouldn't listen to anything we had to say. But a lot more signed. There are a lot of people against the war. I guess it really did some good that we went.

**The most distressing finding of our study was that** students rarely could state alternatives to their actions. When asked to describe how else they could have resolved the issues in their incidents, most students didn't know what else they could have done.

Open debate with discussion of alternatives about real school issues might well help them to learn to think in terms of articulating alternative solutions to problems.

Teaching students to resolve issues in terms of the good of the entire group rather than in strictly egocentric terms should also be a long-term goal of the schools. High school students frequently mentioned issues in which their group came into conflict with authorities; junior high students were more likely to focus on individual quarrels with their peers.

By allowing open debate and confrontation, schools could encourage students to understand their antagonists' point of view. For the individual teacher, opening the classroom to debate can be difficult and may necessitate getting permission from some of the school's administrators before discussing a really important issue. Including administrators in formulation of class rules with students can help the administrators to understand the students' point of view. Often, they will be surprised by the relatively modest requests that students express.

By calling them "demands" and engaging in confrontation tactics, students may make their wishes for change seem more radical than they really are. Teachers and administrators might well practice listening to students' meaning, not their rhetoric. Then we may find that students are capable of becoming rational citizens by engaging in rational civic behavior in high school. ☐

Today's Education, April 1971

# C.

## Teacher Involvement

For many years, teachers have been requesting involvement in the governance of their profession, but history has illustrated that meaningful involvement of teachers has only occurred since the advent of collective bargaining. Today, teachers are no longer satisfied with token involvement.

The term "involvement" possesses a negative connotation to every teacher and teachers' group that found itself grossly outnumbered and, eventually, outvoted by people or groups that had little expertise in classroom affairs. Too often the advice sought of teachers by administrators has gone unheeded. Teachers have gained significant learning experience in the politics of involvement – unfortunately, it has come as a result of trial and error.

Teachers want significant and meaningful involvement through their local teacher organization, for it is only through their organization that they have any protection from arbitrary or capricious acts and reprisals by management or administration.

The practice of being "used" under the guise of involvement was not reserved for teachers alone, however:

> Participation in organization was a dominant theme of both administrative practice and management theory in the sixties. During that decade, industrial workers extended their demands from the traditional areas of wages and benefits to the crucial matter of control. Students were roused from their early passiveness to assert, sometimes violently, their right to be fully involved in shaping their own destinies, whether on the campus or within the nation generally. Most importantly, black persons not only intensified their attack on racial oppression in this country, but also perceptibly shifted their direction from desegregation to black dominance of relevant institutions.[4]

Since the degree of involvement in a consortium is meaningful to teachers, I refer to Robert Denhardt's article in *Personnel Administration* which cited three main aspects of alienation in a social group:

- **powerlessness,** the degree to which persons feel they are unable to control their own destinies;
- **normlessness,** the feeling that it is impossible to achieve valued goals through socially approved means;
- **meaninglessness,** failure to share fully in the substance of the group experience.[5]

Teachers have overcome powerlessness and, with some exceptions, normlessness, but they are still concerned about meaninglessness. For example, NYSUT's Division of Research and Educational Services recently analyzed a questionnaire that was distributed to teacher members of the C/PBTE Trial Project policy boards (consortia) in New York State. The majority of respondents (10 out of 16) indicated they could not effectively or fully participate in the consortia for a variety of reasons: "not enough time," "meetings held during school hours," "meetings dominated by college personnel," etc.

Basically, the term "involvement" includes the concept of "power," which unfortunately triggers negativism in the minds of many people. The drive for power has typically included visions of Nazi-type dictatorships, police states, brainwashing and the exploitation of the masses.

David C. McClelland claims that if A gets B to do something, A is at one and the same time a leader (i.e., he is leading B) and is exercising some kind of influence or power over B - if I win, you lose. It is no wonder that many people fear power. He also points out that an alternative might be called the "influence game," which does contain the danger of being accused of manipulating people. This system, obviously, encourages the leader to influence people "for their own good."[6]

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[4] Denhardt, Robert, "Alienation and the Challenge of Participation," *Personnel Administration,* September-October 1971.

[5] *Ibid.*

While teachers are becoming accustomed to the positive concept of power, they still fear that the influence game is being played with them by administrators and outsiders. Therefore, their emerging power base, fear of the influence game, and the significant improvements in their professional status as a result of their local contracts, combine to declare that teacher participation does not mean the participation of an individual teacher, but the significant involvement of teachers who speak for the profession. If teachers are not represented in consortia via their local teachers organization, the voice of the teachers is not being heard and one of the most powerful groups in the educational community is being disregarded.

Thomas Y. Hobart,Jr.
"The Governance of Teacher Education by Consortium"
New York State United Teachers

## MODULE 1.5

Topic: Graduate students will demonstrate that they are willing to receive more information concerning the present state of teacher participation in the participatory governance of the teaching profession at their respective state levels.

Performance Objective: At the conclusion of this module, graduate students will report orally (in person or through tape recording) or in writing to their governance study group concerning their research into the present realities of the participatory governance of the teaching profession at their respective state levels. This research should be in-depth rather than general.

Rationale: As the student internalizes a value, he/she moves from deepened awareness to an ever-increasing willingness to receive information about the value. This module provides a learning atmosphere in which graduate students are encouraged to increase not only their actual knowledge of the governance of the teaching profession but also their willingness to seek out and to share their insights into the issues.

Through the focus of attention on the states where the graduate students reside, this module should provide (1) a means for applying the research attained in Modules 1.2, 1.3, and 1.4 in a general way to a specific situation; (2) a means, therefore, for increasing interest through materials which are highly relevant to the participants.

Prerequisites: Participants are graduate students attending in-service education courses or graduate students attending courses in allied areas, such as political science or law, who are interested in the governance of the teaching profession. They will have completed Module 1.1 of this cluster.

Preassessment: The graduate students have held a simulated meeting of the governance study group at which they have determined that the group needs in-depth information concerning the governance of the teaching profession at their respective state levels.

A committee has been set up to complete the necessary research.

Committee membership has been determined in whatever way is agreeable to the group, such as appointment, volunteering, or election.

In consultation with the professor, the group has determined the date and the time for the committee reports.

In view of the time allotment within the course, the group has determined whether the reports will be in oral or in written form. If the reports are to be oral, they may be given in person or presented as tape recordings. The committee may be asked, for example, to place their written or audio cassette reports in a resource center to which the entire study group will have access.

Enabling Activities: Committee members will prepare their oral or written reports by:

1. Consulting the library resources at their disposal at the graduate education institution. They are particularly encouraged to look at:
   - A. Teacher Standards and Practices Commission: A Directory. Second edition. Washington, D.C.: National Education Association, 1974.
   - B. "A Model Teacher Standards and Licensure Act," Washington D.C.: National Education Association, February 1971.
   - C. Haberman, Martin, and Stinnet, T.M. Teacher Education and the New Profession of Teaching. Berkeley, Calif.: McCutchan Publishing Corp.,1973.
2. Consulting their respective state departments of education.
3. Consulting their respective state teacher associations.

Evaluation: The graduate students' presentations of their research, in writing or in oral form, must be given at the time and on the date determined by the governance study group. The "completeness" of the data will be relative to the needs of the group; however, the assignment is of an in-depth rather than a general nature. The members of the group can assign additional study to the committee to meet the needs of the group.

## MODULE 1.6

Topic: Graduate students will demonstrate that they are willing to receive more information concerning the present state of teacher participation in the participatory governance of the teaching profession at their respective local district levels.

Performance Objective: At the conclusion of this module, graduate students will report orally (in person on through tape recording) or in writing to their governance study group concerning their study of the present realities of the participatory governance of the teaching profession at their respective local district levels. This research should be in-depth rather than general.

Rationale: As the student internalizes a value, he/she moves from deepened awareness to an ever-increasing willingness to receive information about the value. This module provides a learning atmosphere in which the graduate students are encouraged to increase not only their actual knowledge of the governance of the teaching profession but also their willingness to seek out and to share their insights into the issues.

Through the focus of attention on the local districts where the graduate students teach, this module should provide (1) a means for applying the study attained in Modules 1.2, 1.3, 1.4, and 1.5 to the most immediate environment in which the graduate students will implement their learnings in this module cluster; (2) a means, therefore, for increasing interest through a heightened sense of relevancy.

Prerequisites: Participants are graduate students attending in-service education courses or graduate students attending courses in allied areas, such as political science or law, who are interested in the governance of the teaching profession. They will have completed Module 1.1 of this cluster.

Preassessment: The graduate students at a simulated meeting of the governance group have determined that the group needs information concerning governance of the teaching profession at their respective local district levels.

A committee has been set up to complete the necessary research.

Committee membership has been determined in whatever way is agreeable to the group, such as appointment, volunteering, or election.

In consultation with the professor, the group has determined the date and time for the committee reports.

In view of the time allotment within the course, the group has determined whether the reports will be in oral or written form. If the reports are to be oral, they may be given in person or presented as tape recordings. The committee may be asked, for example, to place their written or audio cassette reports in a resource center to which the entire study group will have access.

Enabling Activities: Committee members will prepare their oral or written reports by:

1. Consulting the library resources at their disposal at the graduate education institution, especially:
    - A. Blakely, Robert J. "Where Are We Going in Efforts To Improve Communities?" Adult Leadership 23: 2-4, 30-32; May 1974.
    - B. "AASA Executive Secretary Tells Conventioneers Where the Action Is." Phi Delta Kappan 55: 595; May 1974.
    - C. Reeves, Richard. "Teachers, Politics and Power." Learning 2: 10-14; November 1973.
    - D. Haberman, Martin, and Stinnett, T. M. Teacher Education and the New Profession of Teaching. Berkeley, Calif.: McCutchan Publishing Corp., 1973.
2. Interviewing officials of local district boards.
3. Sending for materials from the local teacher association or union.

Evaluation: The graduate students' presentations of their study, in writing or in oral form, must be given at the time and on the date determined to be relative to the needs of the group; however, the assignment is meant to be in-depth rather than general in nature. The members of the group can assign additional study to the committee to meet the needs of the group.

## MODULE 1.7

Topic: The graduate students will take satisfaction in drawing up statements of their expectations for the ideal role of teachers in participatory governance of the teaching profession.

Performance Objective: At the conclusion of this module, graduate students will present to their study group for discussion a written statement of their expectations for the ideal role of teachers at the national, state, or local level of participatory governance of the teaching profession.

Rationale: As students internalize a value, they move to deepened awareness, then to a willingness to receive more information about the value, then to a state of satisfaction in seeking the value. Module 1.7 is an attempt to provide a learning atmosphere within which graduate students may experience a sense of satisfaction in creating ideal models for the governance of the teaching profession. While such statements must be tentative at this point in the development of the graduate students' thoughts about the issues of participatory governance, they do represent a special plateau at which the students can synthesize their feelings about these learnings.

The sharing of these insights with like-minded peers in the governance study group should help the graduate students to solidify their convictions, at least on a theoretical level.

Prerequisites: Participants are graduate students attending in-service education courses and/or graduate students attending courses in allied areas, such as political science or law, who are interested in the governance of the teaching profession.

They have completed Module 1.1 in this cluster and at least listened to or read the reports of their fellow students who have completed one or more of the Modules 1.2 through 1.6, according to the decisions of the governance study group.

Preassessment: At a simulated meeting of the governance study group, in consultation with the professor, the graduate students have determined the date and the time for the completion of this module by the entire group. The study group has determined whether the ideal roles presented at this meeting will involve all, some, or one of the governance levels (national, state, or local). They will also decide whether they will discuss only Module 1.7 or Modules 1.7 and 1.8 at this session.

Enabling Activities: In order to complete a statement concerning their expectations for the ideal role of teachers in the participatory governance of the teaching profession, students will have access to:

1. Their personal notes taken while listening to or reading the reports of their peers who fulfilled Modules 1.2 through 1.6, or any portion of these modules, as the group determined.
2. Their personal notes taken during or after discussions by the group concerning the research data presented by the committees in Modules 1.2 through 1.6.
3. Resource materials in the library at the teacher education institution.
4. Papers presented by local, state, or city teacher organizations to which the graduate students may belong or to which they have access.

Evaluation: Since this module, like the others in this cluster, is affective in nature, the graduate students need only present their statements for discussion in an open manner with the group. A statement, to be acceptable, must show clearly that the graduate student has studied the reports of his peers.

## MODULE 1.8

Topic: The graduate students will demonstrate that they consider teacher participation in the participatory governance of the teaching profession important by making comparisons between the real and the ideal state of participatory governance and presenting these comparisons to the governance study group for discussion and further action.

Performance Objective: At the conclusion of this module, graduate students will present to their study group for discussion a written statement comparing their expectations for the ideal role of teachers in participatory governance with the real role of teachers at the present time. Through this discussion, the group will attempt to reach some tentative solutions for decreasing any gaps that exist between the ideal and the real role of teachers in participatory governance of the teaching profession.

Rationale: As students internalize a value, they move to deepened awareness, then to a willingness to receive more information about the value, then to a state of satisfaction in seeking after the value, and finally to a commitment to the value. Module 1.8 is an attempt to provide a learning atmosphere within which graduate students may experience a heightened sense of commitment to doing something about improving the real role of the teacher in the participatory governance of the teaching profession.

This module stands as a link between Module Cluster 1.0 which has an affective goal -- namely, leading graduate students to a state of commitment to the cause of increasing teacher participation -- and Module Clusters 2.0 and 3.0 in the learning sequence. The goals of the latter clusters are primarily performance-oriented. When a person develops a loyalty to a cause at the theoretical level, he still needs practice in the actual strategies for implementing his desires at the practical level. It is hoped that at the conclusion of Module 1.8, graduate students will be ready to make a choice of one or both of the following module clusters and to engage in them with interest, if not enthusiasm.

Prerequisites: Participants are graduate students attending in-service education courses and/or graduate students attending courses in allied areas, such as political science or law, who are interested in the governance of the teaching profession. They have completed Module 1.1 in this cluster and at least listened to or read the reports of their fellow students who have completed one or more of Modules 1.2 through 1.6 according to the decisions of the governance study group.

Preassessment: At a simulated meeting of the governance study group in consultation with the professor, the graduate students have determined the date and the time for the completion of this module by the entire group. The group has decided whether all, some, or one of the governance levels will be discussed (national, state, local).

Enabling Activities: In order to prepare their statements which highlight the major divergencies between the real and the ideal roles of teachers in the participatory governance of the teaching profession, the graduate students will have access to:

1. Their personal notes taken while listening to or reading the reports of their peers who fulfilled Modules 1.2 through 1.6 or any portion of these modules, according to the decisions of the governance study group.

2. Their personal notes, taken during or after discussions by the group, of the research data presented by the committees who fulfilled Modules 1.2 through 1.6 or any portion thereof, according to the decisions of the governance study group.

3. Resource materials in the library at the graduate education institution.

4. Position papers presented by local, state, or national teacher organizations, such as the NYSUT and UFT position papers (A and B) beginning on page 5 of Module 1.8.

Evaluation: On the day and at the time appointed by the governance study group, the graduate students will present their statements which contrast the real and the ideal roles of teachers in the participatory governance of the teaching profession. The papers will be limited to what the students believe to be the major discrepancies. After this discussion, the students will be given time to examine the following Module Clusters 2.0 and 3.0 in this learning sequence. They will determine whether they wish to engage in one or both of these module clusters. If neither of the module clusters meet their needs, they will discuss ways to develop strategies to meet their needs. They will set up the parliamentary procedure to accomplish these goals either inside or outside the classroom.

## A.

## NEW YORK STATE UNITED TEACHERS

### Governance

| | |
|---|---|
| o Teacher representatives must be chosen by the local teacher bargaining agent. | o NYSUT will continue to seek this modification in the Regents mandate.<br>o NYSUT locals are urged to include this concept in their collective bargaining contracts and consortial agreements. |
| o The local bargaining agent must have the right to modify, or reject teacher education programs where they have an impact on local teachers. | o NYSUT locals are urged to include this concept in their consortial agreements and to reject any program which is not in conformance with this guideline. |
| o The NYSUT local bargaining agent for the college faculty should be represented in the consortium. | o NYSUT will continue to seek this modification in the Regents mandate.<br>o NYSUT locals are urged to include the NYSUT higher education bargaining agent representative as full members of the consortium or as a part of the teacher component of the consortium. |

1.8
p.6

B.

UNITED

FEDERATION

OF TEACHERS

New York
Teacher
May 26, 1974

The New York State United Teachers has worked hard to insure the representation of teacher organizations on the tripartite policy boards, or "consortia", that will be reviewing and modifying teacher training programs all over the state. Since teacher representatives who do this will be working hard, NYSUT has insisted that they either be compensated or given released time to perform these duties. The local work of colleges and teachers will be supported by the Teachers Educational Conference Board, an organization founded jointly by NYSUT and many teacher colleges and now headed by Daniel Griffiths, Dean of New York University. The organization will provide advice and assistance on the current mandate as well as recommend legislative and other remedies for its worst features.

In New York City a major coordinating effort is underway. Since the city is the largest area of college and teacher concentration in New York its policies and procedures for handling the Regents Mandate and State Education Department guidelines may provide useful information for other locals throughout the state. Recommendations of the UFT's Performance Based Teacher Education Committee appear on this page.

## UFT POLICY AND GUIDELINES ON THE REGENTS MASTER PLAN AND STATE EDUCATION DEPARTMENT GUIDELINES

The following outline of UFT policy and guidelines has been recommended by the UFT's Performance Based Teacher Education Committee and approved by the UFT Executive Board. It will apply to all program reform involving colleges, teachers and school districts in New York City.

### Policy

- The UFT will cooperate in the development of teacher education programs for prospective teachers.
- The UFT urges the serious, immediate undertaking of intensive research in teacher behavior and instructional methodology to scientifically and objectively determine the criteria necessary to positively affect learning.
- The UFT demands the involvement of classroom teachers in all levels and aspects of research and development in this area.
- The UFT must represent teachers on all consortia.
- All teachers participating in consortial or collaborative efforts must get released time or compensation for their work.
- The UFT rejects the notion that programs arrived at through cooperative or collaborative efforts in one school district can be exported to another school district, unless the teacher organizations in both districts agree.
- The UFT opposes the "product" notion of teacher performance and maintains that the emphasis should be on "process."
- The UFT opposes any attempts to institute performance certification before the completion of validated research.
- The UFT opposes the concept of continuing certification.
- The UFT opposes attempts to relate salary to skill acquisition or performance criteria as in differentiated staffing.
- The UFT continues to support the requirement for a BA degree, a fifth year of college study, and an objective statewide examination to measure basic entrance into the profession.
- The UFT urges the development of other forms of teacher education reform since no single concept of teacher preparation should dominate the state. These should include the development of a teacher internship program during the probationary period of regularly appointed, fully paid teachers, and support for teachers' centers.
- The UFT demands a statewide appeals procedure for teachers that will enable them to 1) report on situations of undue hardship caused by the state mandate and 2) obtain remedial action.
- The UFT calls for the naming of a blue ribbon panel of experts at the state level to provide statewide review of all prospective programs.

### Policy Guidelines

These guidelines should serve as procedural directives for implementing the above policies.

- In order to insure teacher input, the UFT requests representation at all levels of teacher education program development. This might include subject level task forces as well as school, district, and citywide consortia.
- All teacher representatives will be named by the UFT, and colleges should make their initial contact with the central UFT office. Colleges should not pick their own teacher "representatives" and then contact the UFT for approval of them.
- Representation on consortia:
  In instances where operating consortia include groups other than the three designated in the State Education Department guidelines the following will apply
  a) If UFT representation on the consortia existed at the time the other groups were included and no objections were raised at that time, such groups should be allowed to continue sitting at consortia meetings but should not have a voting voice. Only the UFT, the college and the school district shall have a representative voice in accordance with the state guidelines.
  b) If no UFT representation existed at the time the consortia was formed and extra groups were included then, the UFT should now object to their presence. The UFT has this right since under the terms of the guidelines the three mandated groups must agree to the inclusion of any additional groups on consortia.
  c) The UFT will oppose the inclusion of any groups other than the three mandated on any consortia yet to be set up.
  d) None of these restrictions should apply to representatives of the Council on Supervisory Associations since it can be considered a professional organization under the terms of the mandate.
- Program approval by teachers will not be done at the consortia level. In order to insure that a broad range of issues involving teacher welfare are brought to bear on the acceptance of any program, the UFT has constituted a central review board which will consider all programs prior to submission.

  The UFT will attach a statement to all programs submitted indicating the nature of its disagreement with the entire concept of competency-based teacher education and, where necessary, specific complaints about the substance of procedures involved in a given program. This statement will make clear than unless teachers are involved in program development and implementation at every stage they will not cooperate. It will also indicate that all programs should fall within the provisions and protections of the UFT contract and that any program causing undue hardship to teachers – whether or not contract violation is involved – will be grounds for non-cooperation.

# OVERVIEW OF MODULE CLUSTER 2.0
# IMPLEMENTING PARTICIPATORY GOVERNANCE

## MODULE CLUSTER 2.0

Topic: To provide graduate students opportunities to practice group dynamics techniques which simulate those already used in participatory governance of the teaching profession.

Performance Objective: At the conclusion of their participation in one or more of the simulated events included in this module cluster, the graduate students will be able to prepare a statement summarizing what they believe to be the major contributions of teachers to participatory governance of the teaching profession. They will present their statements either to the professor directly or to the governance study group for discussion. The mode of communication will be determined by the governance study group.

Rationale: For some of the participants in the governance study group, the exercises in Module Cluster 2.0 will be a means for practicing (in the nonthreatening academic atmosphere of the university) some of the group dynamics which they will need to know in order to act effectively with actual governance groups.

For some in the study group, the simulated events will provide affective learnings concerning the new role of teachers in governance of the profession. They will be able to compare their experiences in these groups with their statements concerning the "ideal" role of teachers in participatory governance of the teaching profession arrived at as a result of completing Module Cluster 1.0.

Some commissions or boards in which teachers share in the governance of their profession now exist. The role-playing events suggested in this module cluster are simulations of such groups.

The effort to summarize the major contributions of teachers to participatory governance, the performance goal of this module cluster, is a means for graduate students to deepen their internalization of values concerning governance of the teaching profession.

Prerequisites: Participants are graduate students interested in the participatory governance of the teaching profession who have completed Module Cluster 1.0.

Topics Within Module Cluster 2.0

2.1 To introduce the graduate students to possible interactions among members on a state standards board or commission.

2.2 To introduce the graduate students to possible interactions among members of a local district consortium mandated or recommended by a state department of education for initiating new competency-based teacher education programs for preservice or in-service teachers.

2.3 To introduce the graduate students to possible interactions among members of a local school district curriculum development committee in which teachers have representation as mandated by state law or negotiated into the local contract.

Performance Objectives Within Module Cluster 2.0

2.1 At the conclusion of their participation in one or two simulated meetings of a state standards board or commission for teacher licensure (in which they have role-played the parts of elementary school, secondary school, college, and teacher education teachers; representatives of school administrative and supervisory personnel; representatives of local school boards; representatives of the state department of education; representatives of teacher associations or teacher unions; representatives of academic organizations; representatives of parent and student groups), the graduate students will construct a summary statement concerning the major contributions they believe teachers can make to the state commission or board. This summary either will be presented directly to the professor or will form the basis of a discussion by the governance study group.

2.2 After participating in one or two simulated meetings of a local district consortium mandated or recommended by a state department of education for initiating a new competency-based teacher education program (in which they will have role-played teacher education administrative and teaching personnel, elementary and secondary administrative and teaching personnel, representatives of parents and community leaders, representatives of the board of education, representatives of teacher associations or unions), graduate students will then construct a summary statement concerning the major contributions they believe teachers can offer a district consortium. This summary either will be presented directly to the professor or will form the basis of a discussion by the governance study group.

2.3 At the conclusion of participation in one or more simulated meetings of a school district curriculum development committee in which teacher representation is mandated by state law or negotiated into the local contract, the graduate students will have role-played the parts of the local school superintendent; representatives of administrative and supervisory school personnel; representatives of teachers from the various types of schools in the district; representatives of supportive school staffs, such as audiovisual specialists or school librarians representatives of parents and/or community leaders. They will then construct a summary statement concerning the major contributions they believe teachers can offer such a group. This summary either will be presented directly to the professor or will form the basis of a discussion by the governance study group.

Suggestions for Use of Module Cluster 2.0

A graduate class may begin Module Clusters 1.0, 2.0, or 3.0 after completing the Governance Game.

1. If the class does not evidence a firm commitment to teacher participation in the governance of the teaching profession as well as knowledge of the present status of participatory governance of the profession, the members will elect to complete Module Cluster 1.0. At the successful completion of 1.0, they will then be free to choose either or both Module Clusters 2.0 and 3.0

2. If the class as a whole indicates a firm commitment to teacher participation in the governance of the teaching profession as well as knowledge of the present status of participatory governance of the profes-

sion, the group may vote to begin their governance study with Module Cluster 2.0 or 3.0. In 2.0 their goal will be to experience some of the events and interactions which occur in presently organized participatory governance bodies. Such experiences should lead to more accurate understandings of the new role of teachers in such groups. The activities should also enable the participants to challenge theoretical and generalized knowledge with practical and specific applications of that knowledge. In 3.0 their goal will be to investigate ways to initiate similar or new governance bodies which incorporate the principles of participatory governance at the national, state, or local level.

3. The class may set up a mode of procedure which incorporates the use of Module Clusters 1.0, 2.0, and 3.0 in a linear progression. This is to say, all members of the class will move from 1.0 to 2.0 and then to 3.0.

4. The class may wish to set up, instead, a mode of procedure which enables the student to choose freely to work in any of these module clusters. Committees having like goals and meeting the prerequisites of each module cluster can engage in activities at the same time as their fellow committees pursue their varying goals.

5. When the class as a whole elects to pursue Module Cluster 2.0, the participants have several options for making profitable use of the module cluster activities:

a. The whole class engages in all the activities in a linear progression (Modules 2.1, 2.2, 2.3).

b. The class divides into two or three committees to engage in Modules 2.1, 2.2, or 2.3, respectively.

c. The class decides whether they will hold discussion periods after each module is completed or, after all modules are completed, to discuss what has been learned concerning the new role of teachers in participatory governance of the teaching profession.

d. The class decides there is not enough time to hold discussions after the completion of the modules and decides to store in a learning center file either tape cassettes or typed statements concerning the new role of teachers in the participatory governance of the teaching profession.

## Suggested Time Allotments for Module Cluster 2.0

I. The class proceeds in a linear fashion through the entire Module Cluster 2.0.

Choice A: One class session allotted to a simulated governance meeting per module. (Total: 3 class sessions.) One class session allotted to a whole class discussion of their findings. (Total: 1 class session.)

TOTAL: 4 class sessions (8 hours)

Choice B: Two class sessions allotted to simulated governance meetings per module. (Total: 6 class sessions.) One class session allotted to a whole class discussion of their findings. (Total: 1 class session.)

TOTAL: 7 class sessions (14 hours)

Choice C: One class session allotted to a simulated governance meeting per module. (Total: 3 class sessions.) Reports on findings submitted to the professor and stored for use by the class in a learning center.

TOTAL: 3 class sessions (6 hours)

Choice D: Two class sessions allotted to simulated governance meetings per module. (Total: 6 class sessions.) Reports on findings submitted to the professor and stored for use by the class in a learning center.

TOTAL: 6 class sessions (12 hours)

II. The class decides to use two or more modules simultaneously in the same class period. Individual graduate students join committees to carry out one module.

Choice A: All committees meet in the same classroom to simulate respective governance bodies in one class period. (Total: 1 class period.) One class session is allotted to a whole class discussion of their findings. (Total: 1 class period.)

TOTAL: 2 class sessions (4 hours)

Choice B: All committees meet at the same time to simulate a governance body. (Total: 1 class period.) All submit reports (typed papers or tape cassettes) of their findings to the professor and these are stored in a learning center for reference by the class.

TOTAL: 1 class session (2 hours)

The range of time allotments will usually be from one class period (2 hours) to seven class periods (14 hours). Decisions concerning the time allotments and modes of procedure can usually be made at an organizational meeting following the playing of the Governance Game.

## MODULE 2.1

Topic: To introduce graduate students to the possible interactions among members on a state standards board or commission.

Performance Objective: At the conclusion of their participation in one or two simulated meetings of a state standards board or commission in which they have role-played --

1. Representatives of elementary school, secondary school, college, and teacher education faculties
2. Representatives of school administrators and supervisors
3. Representatives of local school boards
4. Representatives of the state department of education
5. Representatives of teacher associations or unions
6. Representatives of academic organizations
7. Representatives of parent and/or student groups.

--the graduate students will construct a summary statement concerning the major contributions they believe teachers can offer such a group. This summary will be presented directly to the professor for storage in a learning center file to be used by other members of the class or it will be used by the graduate student as his/her basis for discussion in the "governance study group."

Rationale: Theories about participatory governance in general, and about the teacher's role in participatory governance in particular, are tested in this module cluster through students' participation in simulated activities of existing governance bodies in which teachers have representation. Statements concerning the role of teachers in governance which were required in Module Cluster 1.0 were based primarily on cognitive learnings derived from library research, interviews, and examination of materials accompanying or suggested in that module cluster. Statements concerning the role of teachers in governance required in Module Cluster 2.0 are based on students' experience of what occurs when role agents interact in a participatory governance group. The experience is limited in its reliability because it is simulated; however, the directives are real since such governance boards now exist.

Prerequisites: Participants are graduate students attending schools of education or liberal arts courses in sociology, law, or political science who have completed Module Cluster 1.0 in this series of instructional guides or whose interest in and commitment to participatory governance of the teaching profession, combined with their actual knowledge of the present state of such governance at the national, state, and local levels demonstrated in the class discussion following the Governance Game, leads the professor and the class to move to Module Cluster 2.0 without completing 1.0.

Preassessment: The graduate students have determined their need to experience, through role-playing or simulation, the interactions which occur in participatory governance groups already in existence.

Enabling Activities: Each member of the group will play the role of one member of a state standards and practices commission.

Students will work in one or two simulated meetings of this group to draw up one of the following: a set of minimum competencies to be attained by teacher candidates before they can be initially (provisionally) licensed, or a set of minumum competencies to be attained by in-service teachers before they can be permanently licensed. The set of competencies include a statement on how these competencies are to be evaluated. The group need not complete the task of setting up the competencies.

In order to accomplish these goals, the students may (1) examine an example of laws which established existing state boards or commissions (see Oregon

House Bill 2127 beginning on page 5 of Module 2.1); (2) play a role; (3) keep a personal log of their feelings as they undergo the experiences; (4) record the sessions on tape for further study; (5) invite a social psychologist to attend the meetings to comment objectively on the emerging patterns of interactions and expectations at the sessions; (6) hold special sessions of their group to discuss the group process as it progresses; (7) study the statements made by their classmates and stored in the learning center file.

Evaluation: At the conclusion of their participation in one or two simulated meetings of a state board or commission for teacher licensure, the graduate students will construct a summary statement of what they believe to be the chief contributions teachers can offer to setting viable state standards. They will discuss their statements in a class meeting, or they will present them to their professor for storage in a learning center to which the whole class will have access. The statements may be typed or recorded on cassettes. The mode of sharing findings will have been determined by the group at the organizational meeting following the playing of the Governance Game.

## OREGON

HOUSE BILL 2127 (Transfer of powers for approving teacher education institutions, approving specific education programs and for granting teacher certificates from the State Board of Education to the Teacher Standards and Practices Commission) Effective July 1, 1973

### I. Applicable Definitions

A. Approved teacher education institution is one which meets the standards of the Teacher Standards and Practices Commission for preparation of teachers for grades preprimary through grade 12.

B. Approved teacher education program is one offered by an approved teacher education institution and is so recognized by the Teacher Standards and Practices Commission after considering recommendations by the State Board of Education.

C. Administrator includes all superintendents, assistant superintendents and principals in the public schools.

D. Teacher includes all certificated employees in the public schools who have direct responsibility for instruction and who are compensated for their services from public funds.

### II. Issuance of Certificates

Teaching certificates shall be issued and renewed by the Teacher Standards and Practices Commission and shall be subject to the rules of the Commission. Certificates shall be of the following types:

A. Basic certificate -- Shall be issued on application to an otherwise qualified person who has completed an approved teacher education program and who meets such other requirements as the TSPC considers necessary to maintain and improve the quality of instruction in the public schools of the state.

B. Standard certificate -- Shall be issued on application to an otherwise qualified person who has completed an approved teacher education program, has taught on a basic teaching certificate for a minimum period of time to be determined by the Teacher Standards and Practices Commission, and is recommended for certification by the approved teacher education institution or the school district, whichever offered the program.

C. Administrative certificate -- Shall be issued to an individual who has completed the requirements as established by the Teacher Standards and Practices Commission; however, the policy of the state provides that in order to take full advantage of various professional skills and disciplines not directly developed through teaching experience or professional education for which teaching experience is a prerequisite, the Teacher Standards and Practices Commission shall consider professional skills, education and experience not directly related to, nor contingent upon teaching experience or training as a classroom teacher.

### III. Establishment of Rules and Regulations Governing Teacher Training Institutions and Teacher Training Programs

After considering recommendations of the State Board, the Teacher Standards and Practices Commission shall establish by rule standards, for approval of teacher education institutions and teacher education programs.

## IV. Review of Rules by State Board (Advisory)

Within 60 days after receiving notice from the Teacher Standards and Practices Commission of adoption of a rule or standard, the State Board on its motion or upon request, shall review the rule or standard to determine if the rule or standard serves the public interest.

Where the State Board of Education finds pursuant to its review that the rule or standard reviewed is not in the public interest, the State Board shall request the Teacher Standards and Practices Commission set aside or amend the rule; however, the final decision concerning the rule is vested in the Teacher Standards and Practices Commission.

## V. Appeal by Institutions

Whenever any teacher education institution or program is denied approved status, or has such status withdrawn, such institution is entitled to appeal through the Appeals Court as provided in the Administrative Procedures Act.

Such appeal is limited to the procedures used by the TSPC, whether or not they followed their own rules and regulations and whether they worked inside of the scope approved by the Legislative Assembly.

## VI. Composition of the Teacher Standards and Practices Commission

The Teacher Standards and Practices Commission shall consist of 17 members appointed by the State Board of Education. The term of office is three years and each member is eligible to be reappointed for one additional term.

Twelve members shall be selected from a panel nominated by teachers and administrators; one member shall be selected from the faculty of an approved teacher education institution in Oregon from a panel nominated by the organization of public colleges; one member shall be selected from a panel of faculty members in state institutions of higher education nominated by the State Board of Higher Education; one member shall be selected from a panel of district school board members nominated by an association of school boards; and two members of the general public taken from a list submitted by the Governor.

The twelve members nominated by teachers and administrators shall be designated as representatives in the following categories:

A. Four elementary teachers.
B. Four junior or senior high school teachers
C. One elementary school principal
D. One junior or senior high school principal
E. One superintendent of city schools
F. One county superintendent or a superintendent employed by an Intermediate Education District

TABLE 1: POWERS AND RESPONSIBILITIES OF STATE TEACHER STANDARDS AND PRACTICES COMMISSIONS/BOARDS

| STATE | ESTABLISH CRITERIA FOR: | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Certification, Preparation | Teacher Education Accreditation | Performance, Competency | Teacher Contracts | Continuation In Profession | Ethical Conduct | Adopt Rules, Regulations, Procedures | Hold Hearings | Subpoena Witnesses | Warn, Reprimand Professionals | Suspend, Revoke Reinstate Certificates | Conduct Studies |
| ALABAMA | | | | | | | | | | | | |
| ALASKA | X | | | | X | X | X | X | X | X | R | X |
| ARIZONA | | | | | X | X | | X | | | X$^{a}$ | X |
| ARKANSAS | | | | | | | | | | | | |
| CALIFORNIA | X | X | X$^{b}$ | | X$^{b}$ | X | X$^{c}$ | X | X$^{d}$ | X$^{b}$ | X | X |
| COLORADO | | | | | | X | X | X | X | X | R | X |
| CONNECTICUT | R | | | | | | | | | | R | |
| DELAWARE | | | | | | | | | | | | |
| FLORIDA | X | | X | | X | X | X | X | X | X | R | |
| GEORGIA | | | X | | | X | X | X | X | | R$^{e}$ | X |
| HAWAII | | | | | | | | | | | | |
| IDAHO | | | X | | | X | X | X | X | X | R | X |
| ILLINOIS | | | | | | | | | | | | |
| INDIANA | X | X | | | X | | X | X | X | X | X | X |
| IOWA | | | X | X | X | X | X | X | | | | X |
| KANSAS | R | | | | R | R | R | X | X | R | R | X |
| KENTUCKY | | | | | | X | X | X | X | X | | X |
| LOUISIANA | | | | | | | | | | | | |
| MAINE | X | X | | | X | | | X | | | | X |
| MARYLAND | X | X | | | | | X | X | | | | X |
| MASSACHUSETTS | R | R | | | | | | | | | | X |
| MICHIGAN | | | | | | | | | | | | |
| MINNESOTA | | | | | | X | X | X | X | X | R | |
| MISSISSIPPI | | | | | | | | | | | | |
| MISSOURI | | | | | | | | | | | | |
| MONTANA | | | | | | | | | | | | |
| NEBRASKA | | | R | | R | R | X | X | X | X | R | X |
| NEVADA | | | | | | | | | | | | |
| NEW HAMPSHIRE | X | | X | | X | | X | X | | X | R | X |
| NEW JERSEY | | | | | | | | | | | | |
| NEW MEXICO | | | | | | | | | | | | |
| NEW YORK | | | | | | | | | | | | |
| NORTH CAROLINA | | | | | | | | | | | | |
| NORTH DAKOTA | X | | | | | X | X | X | X | X | R | X |
| OHIO | | | | | | | | | | | | |
| OKLAHOMA | R | R | | | | | X | X | X | X | R | X |
| OREGON | X | X | X | R | X | R | X | X | X | X | X | X |
| PENNSYLVANIA | R | R | | | R | | X | X | X | | | X |
| RHODE ISLAND | | | | | | | | | | | | |
| SOUTH CAROLINA | | | | | | | | | | | | |
| SOUTH DAKOTA | | | X | | | X | X | X | X | X | | X |
| TENNESSEE | | | | | | | | | | | | |
| TEXAS | | | | | | X | X | X | | | | |
| UTAH | | | | R | X | X | X | X | X | X | R | X |
| VERMONT | | | | | | | | | | | | |
| VIRGINIA | | | | | | | | | | | | |
| WASHINGTON | | | | | | | | | | | | |
| WEST VIRGINIA | | | | | | | | | | | | |
| WISCONSIN | | | | | | | | | | | | |
| WYOMING | | | | | | | | | | | | |

R= recommend. a/ Subject to confirmation by State Board of Education. b/ Applies to licensure only. c/ Subject to "stay" by State Board of Education. d/ Credentials Committee can. e/ Also denial of certificate.

## MODULE 2.2

Topic: To introduce the graduate students to possible interactions among members of a local district consortium mandated or recommended by a state department of education for initiating new competency-based teacher education programs for preservice or in-service teachers.

Performance Objective: After participating in one or more simulated meetings of a local district consortium mandated or advised by a state department of education for initiating a new competency-based teacher education program, the graduate students will have role-played:

1. Teacher education personnel (administrative and teaching personnel)
2. Representatives of local elementary and secondary schools (administrative and teaching personnel)
3. Representatives of parents and community leaders
4. Representatives of local boards of education
5. Representatives of teacher unions or associations.

The graduate students will then construct a summary statement concerning the major contributions they believe teachers can offer a local district consortium. This summary will be presented either directly to the professor for storage in a learning center file (to be shared by the other members of the class in their free time) or to the governance study group for discussion at a special meeting. The mode of communication will be determined at the organizational meeting of the group after the Governance Game has been played.

Rationale: Theories about participatory governance in general, and about the teacher's role in participatory governance in particular, are tested in this module cluster through students' participation in simulated activities of existing governance bodies in which teachers have representation. Student statements concerning the role of teachers in governance which were required in Module Cluster 1.0 were based primarily on cognitive learnings derived from library research, interviews, and examination of materials accompanying or suggested in that module cluster. Statements concerning the role of teachers in governance required in Module Cluster 2.0 (2.1, 2.2, and 2.3) are based on students' experience of what occurs when role agents interact in a participatory governance group. The experience is limited in its reliability because it is simulated; however, the goals and directives are real since such governance advisory boards now exist.

Graduate students in states where such consortia are mandated or advised will have a natural curiosity about the ways some consortia are implemented throughout the state.

Graduate students in states where such consortia are not mandated will profit from learning about such groups in other states in order to find out whether they should encourage their own state departments of education to initiate such groups.

Prerequisites: Participants are graduate students attending schools of education or liberal arts courses in sociology, law, or political science who have completed Module Cluster 1.0 in this series of modules--or whose interest in and commitment to participatory governance of the teaching profession, combined with their actual knowledge of the present state of the art demonstrated in class discussion following the Governance Game, causes the professor and the class to move to Module Cluster 2.0 without completing 1.0.

Preassessment: The graduate students have determined their need to experience, through role-playing or simulation, the interactions which occur in participatory governance groups already in existence.

Enabling Activities: (1) The members of the group will engage in the "Consortium Simulation" developed by C. Michael Darcy of the Teacher Education Developmental Service, State University of New York. (2) They will hold one or more simulated meetings of this consortium depending upon the time allotted by the class. The group need not complete the simulation.

In order to accomplish their goal of simulating the activities of a local consortium, the students may (1) examine the mandates of several states concerning their local advisory consortia; (2) refer to any item in the special bibliography prepared for this module (see page 5 of Module 2.2); (3) keep a personal log of their feelings as they undergo the experiences; (4) record their sessions on tape for further study; (5) invite a social psychologist to attend the meetings to comment objectively on the emerging patterns of interactions and expectations at the session; (6) hold special sessions of their group to discuss the group process as it progresses; (7) study the statements made by their classmates and stored in the learning center file.

Evaluation: At the conclusion of their participation in one or more simulated meetings of a local advisory council mandated or advised by a state department of education, the graduate students will construct a summary statement of what they believe to be the chief contributions teachers can offer to such a consortium. They will discuss these statements in a class meeting or they will present these statements to their professor for storage in a learning center to which the whole class will have access. The statements may be typed or recorded on cassettes. The mode of communication will have been determined by the group at the organizational meeting following the playing of the Governance Game.

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## MODULE 2.3

Topic: To introduce the graduate students to possible interactions among members of a local school district curriculum development committee in which teachers have representation as mandated by state law or negotiated into the local contract.

Performance Objective: At the conclusion of one or more simulated meetings of a school district curriculum development committee in which teacher representation is mandated by state law or negotiated into the local contract, the graduate students will have role-played the parts of:

1. The local school superintendent
2. Representatives of administrative and supervisory school personnel
3. Representatives of teachers from the various types of schools in the district
4. Representatives of supportive school staff members, such as audiovisual specialists or school librarians
5. Representatives of parents and community leaders.

The graduate students will then construct a summary statement concerning the major contributions they believe teachers can offer such a group. This summary either will be presented directly to the professor, who will store it in a learning center file accessible to the entire class, or it will form the basis of discussion at a meeting of the governance study group.

Rationale: Theories about participatory governance in general, and about the teacher's role in participatory governance in particular, are tested in this module cluster through students' participation in simulated activities of existing governance bodies in which teachers have representation. Student statements concerning the role of teachers in governance which were required in Module Cluster 1.0 were based primarily on cognitive learnings derived from library research, interviews, and examination of

materials accompanying or suggested in that module cluster.
Student statements concerning the role of teachers in governance required in Module Cluster 2.0 are based on students' experiences of what occurs when role agents interact in a participatory governance group. The experience is limited in its reliability because it is simulated; however, the directives are real since such school district curriculum development groups do exist.

Prerequisites: Participants are graduate students attending schools of education or liberal arts courses in sociology, law or political science who have completed Module Cluster 1.0 in this series of modules -- or whose interest in and commitment to participatory governance of the teaching profession, combined with their actual knowledge of the present state of such governance at the national, state, and local levels demonstrated in the class discussion following the Governance Game causes the professor and the class to move to Module Cluster 2.0 without completing 1.0.

Preassessment: The graduate students have determined their need to experience, through role-playing or simulation, the interactions which occur in participatory governance groups already in existence.

Enabling Activities: Each member of the group will choose a role and play the role in a simulated meeting of a school district curriculum development committee. The students will work together in one or more simulated meetings of this group to draw up one of the following: an individualized program of instruction in either the elementary or secondary schools or a new diagnostic corrective reading program in elementary or secondary schools. In order to accomplish these goals, the students may (1) examine the outline of criteria for setting up individualized programs of instruction found in Descriptor for Individualized Instruction: User's Manual (M. Veri Devault and others, Wisconsin Center for the Analysis of Individualized Instruction, Madison, 1973); (2) keep a personal log of their feelings as they undergo the experience; (3) record the sessions on tape for further study; (4) invite a social psychologist to attend the meetings to comment objectively on the emerging patterns of interactions and expectations at the session; (5) hold special sessions of their group to discuss the group process as it progresses; (6) study the statements made by their classmates and stored in the learning center file.

Evaluation: At the conclusion of their participation in one or more simulated meetings of a school district curriculum development committee the graduate students will construct a summary statement of what they believe to be the chief contributions teachers can offer to establishing more viable curricula. They will discuss their statements in a class meeting, or they will present them to their professor for storage in a learning center to which the whole class will have access. The statements may be typed or recorded on cassettes. The mode of sharing findings will have been determined by the group at the organizational meeting following the playing of the Governance Game.

## OVERVIEW OF MODULE CLUSTER 3.0

## ACHIEVING PARTICIPATORY GOVERNANCE

### MODULE CLUSTER 3.0

Topic: To provide graduate students in education or in liberal arts courses such as political science, law, and sociology some opportunities to devise techniques for initiating participatory governance where it does not exist.

Performance Objective: At the conclusion of this block of instruction the graduate students will have joined one or more committees to devise various ways to influence or support some or all of the following groups in initiating study or actual implementation of participatory governance of the teaching profession:

1. Legislators (federal, state, or municipal)
2. State departments of education
3. National or state educational organizations
4. Teacher associations or unions
5. School or district administrators
6. Local boards of education
7. Teacher education institutions
8. Parents
9. Community leaders.

Findings will be shared with the whole group at a single class session or by storage of materials in a learning center accessible to all members of the class.

Rationale: The three module clusters which constitute this learning package are affective in nature. They are an attempt to provide an atmosphere at the university in which graduate students from varying backgrounds can work together to pursue their interest in the current problem of improving the governance of the teaching profession. Their learnings through library research, committee study, and role playing are meant to help them internalize their commitment to improving the governance of the profession by increasing the role of teachers on those boards or commissions where their presence would be most beneficial for improving the education of youth.

Module Cluster 3.0 presupposes that participants have gathered the cognitive and experiential learnings presented in Module Clusters 1.0 and 2.0. At this point participants should be ready for a deeper commitment to participatory governance. Demonstration of such commitment is brought about in this module cluster from the students' participation in committees which will plan ways to bring about participatory governance of the teaching profession. This module cluster stands as a link between the simulated experiences in the free academic atmosphere of the university (1.0 and 2.0) and the real experiences which the students will encounter. The module cluster is potentially more effective if graduate students gather to discuss strategies to influence extra-, intra-, or university associations or groups to which they belong.

Prerequisites: The participants are graduate students in education or in liberal arts courses in political science, law, or sociology who have completed Module Clusters 1.0 and 2.0 or who reveal in the organizational meeting following the playing of the Governance Game that (1) they are committed to participatory governance of the teaching profession.

(2) they know the present status of governance at the national, state, and local levels; (3) they have examined in real or simulated governance meetings the new roles of teachers in participatory governance.

Topics Within Module Cluster 3.0

3.1 To provide students an opportunity to organize into planning committees where they can make best use of knowledge gained from membership in civic or professional associations to devise techniques for influencing or supporting such groups to initiate study or implementation of participatory governance of the teaching profession.

3.2 To provide graduate students with opportunities to work within committees to plan techniques for influencing national, state, or local civic or professional groups to study or to implement participatory governance of the teaching profession.

Performance Objectives Within Module Cluster 3.0

3.1 At the conclusion of an organizational meeting the graduate students will set up committees through which they can best plan ways to influence or support national, state, or local civic or professional associations in the study or implementation of participatory governance of the teaching profession. Schedules for meetings inside or outside class time will be prepared and the mode of communicating findings will be determined.

3.2 At the conclusion of participation in one or more special committees the graduate students will have prepared tentative plans for ways in which they can influence or support national, state, or local civic or professional associations in the study or implementation of participatory governance of the teaching profession. These plans will be shared with all the members of the class in the mode determined at the organizational meeting in 3.1.

## Suggested Time Allotments for Module Cluster 3.0

Module Cluster 3.0 should occur after completion of the Governance Game. The class may elect to complete Module Clusters 1.0, 2.0, and 3.0 in a linear fashion. However, they may elect, instead, to participate in two or three of these module clusters at the same time, the members of the class choosing to complete the module clusters for which they meet the prerequisites.

The group (all or part of the class) electing to complete Module Cluster 3.0 have several choices:

Choice A: Take from one-half to one class period for completing Module 3.1 (1-2 hours).

Choice B: Complete the organization (3.1) outside class time.

Choice C: Take from one to three class periods to hold committee meetings in Module 3.2 (2-6 hours).

Choice D: Take one class period to discuss findings (2 hours).

Choice E: Do not take a class period to discuss findings; instead, refer to findings stored in a learning center.

The range for time allotments is from one class period (2 hours) to five class periods (10 hours).

## MODULE 3.1

Topic: To provide graduate students an opportunity to organize into planning committees where they can make best use of knowledge gained from membership in civic or professional associations to devise techniques for influencing such groups to initiate study or implementation of participatory governance of the teaching profession.

Performance Objective: At the conclusion of an organizational meeting, the graduate students will set up committees through which they can best plan ways to influence or support national, state, or local civic or professional associations or groups in studying or implementing participatory governance of the teaching profession. They will determine whether such committees will meet inside or outside class time. They will also determine the mode of communicating the plans for each group to the entire class. They will understand that participation in such committees will provide practice for initiating real action committees outside the university.

Rationale: Module Cluster 1.0 provides a learning atmosphere in which the graduate student can increase his/her interest in and commitment to the teacher's role in participatory governance of the teaching profession through library research, interviews, and study of materials provided or suggested. Module Cluster 2.0 provides an opportunity to increase such commitment through participation in role play and simulation activities. Module Cluster 3.0 provides the graduate student with an opportunity to express his commitment by working in action committees which plan strategies for influencing professional and civic groups to join in bringing about participatory governance of the teaching profession. Thus this module cluster demands the fullest proof of the graudate students' commitment at the university level.

The graduate students are asked to cooperate with their classmates in a synergistic relationship in which they bring together their varying experiences and expertise to plan viable strategies for influencing real associations or groups to study about, discuss, and/or help to initiate participatory governance of the teaching profession. The interactions experienced here should be close to action experiences in action groups outside the university. This module cluster is a link between the research and theory characteristic of graduate study and the world of action and real practices outside the university.

Prerequisites: The participants are graduate students of education and/or liberal arts courses in political science, law, or sociology who have completed Module Clusters 1.0 and 2.0 in this series, or who reveal in the organization meeting following the Governance Game that (1) they are committed to participatory governance of the teaching profession; (2) they are knowledgeable about the present status of governance at the national, state, and local levels; (3) they have examined in real or simulated governance meetings the new roles of teachers in participatory governance.

Preassessment: The graduate students have decided they would like to work in committees to devise ways of initiating participatory governance of the teaching profession where it does not exist.

Enabling Activities: The graduate students will hold an organizational meeting to determine:

1. The civic and professional associations to which each belongs.
2. The civic and professional associations which the group is aware of but to which they do not belong.
3. Committees to investigate ways of influencing either or both of the association categories identified in steps 1 and 2.
4. A schedule for meetings of the action committees during class time or outside class time.
5. The mode of sharing findings with all members of the class.

Evaluation: When the graduate students in cooperation with their professor have decided time schedules and modes of meeting and communicating to the satisfaction of all members of their committees, the performance will be deemed acceptable.

In order to accomplish step 3, the graduate students are advised to consult Educator's World, the standard guide to American-Canadian education associations, conventions, foundations, publications, and research centers. The guide is published by North American Publishing Company, 134 North 13th Street, Philadelphia, Pennsylvania 19107.

## MODULE 3.2

Topic: To provide graduate students an opportunity to work in action-oriented committees to plan techniques for influencing national, state, and/or local civic and professional groups to study or to implement participatory governance of the teaching profession.

Performance Objective: At the conclusion of participation in one or more action-oriented committees the graduate students will have prepared tentative plans for influencing or supporting national, state, or local civic or professional groups in studying or implementing participatory governance of the teaching profession. They will share their plans with the entire class in the mode determined in Module 3.1. They will be aware that interactions in these committees will provide practice for actual participation in action-oriented groups outside the university.

Rationale: A link between the theoretical learnings at the university and the world of "action" outside the university is offered in this module. The students no longer role-play. They speak for themselves in trying to communicate what they have learned concerning participatory governance of the teaching profession to other influential groups who may lack this knowledge or who are unaware of the support they could receive from the graduate students who have completed these modules.

Prerequisites: The participants are graduate students of education and/or liberal arts courses in political science, law, or sociology who have completed Module Clusters 1.0 and 2.0 in this series, or who reveal in an organizational meeting after the Governance Game has been played that (1) they are committed to teachers' participation in the governance of their profession; (2) they are knowledgeable about the present status of governance at the national, state, or local level; (3) they have examined in real or simulated governance meetings the new roles of teachers in participatory governance.

*Preassessment*: The graduate students have decided they would like to work in committees to devise ways of initiating participatory governance of the teaching profession where it does not exist.

*Enabling Activities*: Working in the special action-oriented committees set up in Module 3.1, the students will develop strategies for influencing pertinent civic or professional groups to take cognizance of, study, initiate, or further promote teacher participation in the governance of the teaching profession. In order to implement these goals, the students may wish to:

1. Consider how to influence groups or associations to which they belong at the university level; e.g., AAUP, Phi Beta Kappa, Phi Delta Kappa, Kappa Delta Pi, graduate student organizations, alumni associations.
2. Prepare a relevant article for a pertinent publication; e.g., *American Teacher*, *ATE* (Association of Teacher Educators) *Newsletter*, *Catholic Educational Review*, *Echo* (World Confederation of Organizations of the Teaching Profession), *Educational Leadership* (Association for Supervision and Curriculum Development), *English Journal*, *Grade Teacher*, *Here and There* (Pi Mega Pi, National Business Teacher Education Honor Society), *Journal of Education for Social Work*, *Journal of the Social Science Teacher*, *Keeping Up with Elementary Education*, *Mathematics Teacher*, *Musart*, *NASSP Bulletin*, *National Business Education Quarterly*, *National Elementary Principal*, *New, Notes and Quotes* (Phi Delta Kappa), *Notes on the Future of Education*, *Phi Delta Kappan*, *Physics Teacher*, *Progressive Teacher*, *PTA Magazine*, *Reading Teacher*, *Reports* (National Commission on Accrediting), *Rural Education News*, *Scholastic Teacher*, *School Counselor*, *School Library Journal*, *School and Society*, *Science Teacher*, *SEE* (Screen Education), *Social Education*, *Social Work Education Reporter*, *SPE Review* (Society of Professors of Education), *Speech Teacher*, *Today's Education*, *American Education*.
3. Write something for a state teacher association periodical.
4. Prepare a brochure or pamphlet to influence civic or PTA groups.
5. Organize study groups similar to those engaged in during Module Cluster 1.0.
6. Introduce simulations or role-play as in Module Cluster 2.0.
7. Initiate a discussion of participatory governance at civic association meetings.

8. Bring the issue of participatory governance to the attention of law associations or legislators.

Graduate students may find these references helpful:

a. Denhardt, Robert. "Alienation and the Challenge of Participation." Personnel Administration 34: September-October 1971.

b. Tannenbaum, Arnold S. Control in Organizations. New York: McGraw-Hill Book Co., 1968.

Evaluation: After participation in one or more action-oriented committees, the graduate students will prepare tentative plans for influencing or supporting national, state, or local civic or professional groups in studying or initiating participatory governance of the teaching profession. They will share their plans with their classmates in the mode decided upon in Module 3.1.